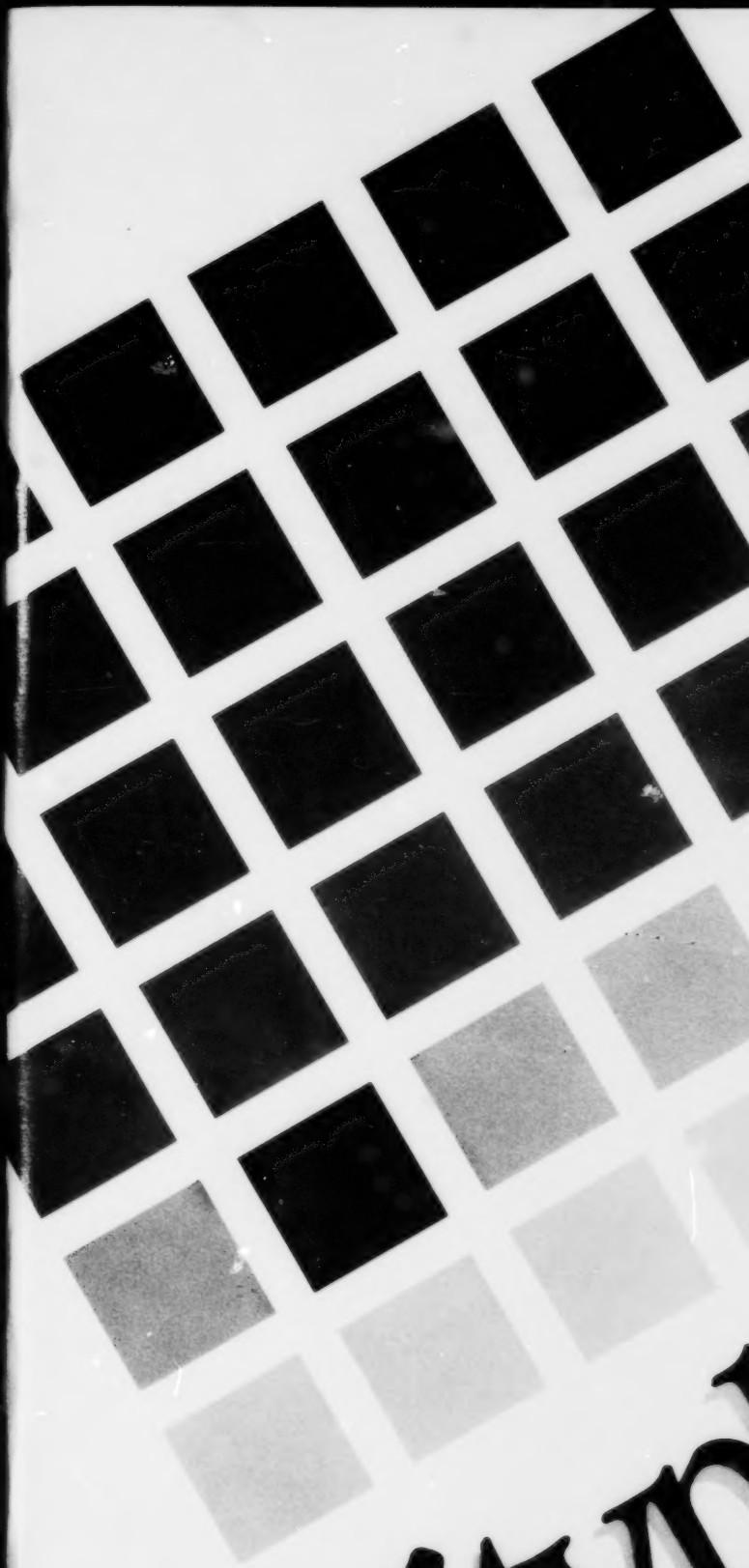


1 A FRAMEWORK FOR PREPARING THE 1991 CENTRAL AREA PLAN

Cityplan '91

City of Toronto
Planning & Development Department

Robert E. Millward
Commissioner

89-03206/

1

A FRAMEWORK FOR PREPARING THE 1991 CENTRAL AREA PLAN

January 6, 1989

This Report was adopted by
City Council on March 10, 1989.

$ 5.00

For further information please contact
Mr Z. John Gladki, Policy and Strategic
Planning Division, City of Toronto
Planning and Development Department
at 392-7977

Table of Contents

1 Introduction and Summary *1*

2 The Scope and Context of the 1991 Plan *5*

- The Local and Regional Planning Context ... *5*
- The Changing Context of the City Since 1976 ... *10*
- Were the Goals of the 1976 Plan Achieved? ... *12*
- How Increases in Development Capacity Affect the Transportation System ... *17*
- Changes in the City's Population ... *19*
- Changes in the Downtown Economy ... *21*
- Conclusions ... *23*

3 Developing Principles For the 1991 Plan *25*

- A Proposed Approach For Formulating Principles in the Planning Process ... *25*
- Managing Growth ... *26*
- Improving the Quality of Life ... *27*
- Promoting Social Equity ... *29*

4 An Outline of Major Work for Preparing the Plan *31*

- Studies Already Completed ... *31*
- Reports on Improving our Capacity to Monitor Change ... *34*
- Transportation Studies ... *36*
- Housing Studies ... *37*
- Industrial Policy Review: Making a Choice ... *38*
- Establishing a Parks and Open Space System ... *39*
- Developing Environmental Policies ... *40*
- Incorporating Arts and Culture into the 1991 Plan ... *41*
- Conducting Area Studies ... *42*
- Formulating Design Guidelines and Promoting Design Excellence ... *43*
- Preserving Heritage and Promoting Urban Conservation ... *44*

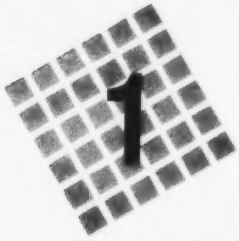
5 Public Input Into the 1991 Planning Process *47*

- The Four Components of the Process ... *47*
- The Role of the Task Force ... *49*
- The Purpose of the Comparative Planning Symposium ... *51*
- Assessing Neighbourhood Concerns About Safety and the Built Environment ... *51*
- Organizing Input from the Broader Community ... *52*
- Other Initiatives to Enhance Public Input ... *52*
- Summary of Public Consultation Options ... *53*

6 A Schedule For Preparing the Plan *55*

7 Conclusions *57*

8 Recommendations *59*



Introduction and Summary

With the expiry of some key elements of the 1976 Central Area Plan in 1991, City Council will have an exciting opportunity to develop and approve a new foundation for planning in the 1990's. The challenge before Council will be to articulate a vision for the development of the Central City over the next decade which takes into account the ways in which the City has changed since the last Plan, while at the same time reinforcing the City's unique strengths and addressing emerging problems.

Toronto is no longer the same city it was 13 years ago. Its population is much more cosmopolitan. Its financial centre has emerged as the primary focus for commercial transactions in Canada and Toronto is now an important player among second tier financial centres in the world. Residential real estate prices have increased by over 300 per cent. But at the same time disparities between rich and poor have become more visible, roads are more congested, and environmental quality has emerged as a major concern for people living in the City as well as for Council.

The 1991 Plan must address this new reality. It must also reflect a dynamism that corresponds to the constantly changing nature of the City. At the same time, a plan for a built up area like Toronto cannot be a blueprint that prescribes in elaborate detail how the City will change and grow. The experience of the past 12 years suggests that change has now become so rapid and unpredictable that the previous reliance on 20 year comprehensive plans must be re-assessed. Demographic changes, changing immigration patterns, a fluctuating economy (including, within a 10 year period, massive inflation, high unemployment, a severe recession, and a stock market crash) and the internationalization of our real estate market suggest that the comprehensive planning style of the 1950's and the 1960's no longer represents an effective response in today's world.

The current situation requires a planning approach that is flexible, adaptable and responsive to changing social, economic and environmental factors, but is also rooted in solid principles and goals. With this in mind, the 1991 Plan must provide a framework within which development and growth can be managed. If the Plan

seeks to improve the quality of life in the City and promote social equity, while retaining an appropriate degree of flexibility and responsiveness to change, it will be judged a success long after its term expires.

Because the City is not a monolithic entity, a credible planning process must recognize, incorporate and even institutionalize the diversity of political, social and cultural movements that co-exist within its geographic boundaries. To do this will require that many diverse forms of expression within the City are acknowledged and allowed to flourish. The challenge is to engage in a planning exercise that is not just about buildings, cars and open space, but that draws on the energy of all segments of the City's population, their neighbourhoods and their creative talents.

It may be useful to state at the outset that in attempting to respond to existing conditions, the 1991 Plan will have to cover a wide breadth of issues, yet the policies will of necessity be implemented by a set of somewhat blunt instruments. Land use policies, which are by definition regulatory in nature, can only indirectly address issues such as social inequities, environmental degradation and increasing criminal activity. Even other measures which the City creatively employs to pursue its agenda often fall short because of the constraints placed on municipal action. The waste disposal crisis, for example, cannot be solved at the local level. Similarly, environmental protection is most effectively achieved through senior government action as is the battle against unemployment and poverty. So while the Plan, as a reflection of the City's goals and aspirations, may have to address issues that are beyond the scope of municipal government, it is important nevertheless to keep in mind that the implementation tools of the Plan are seriously constrained.

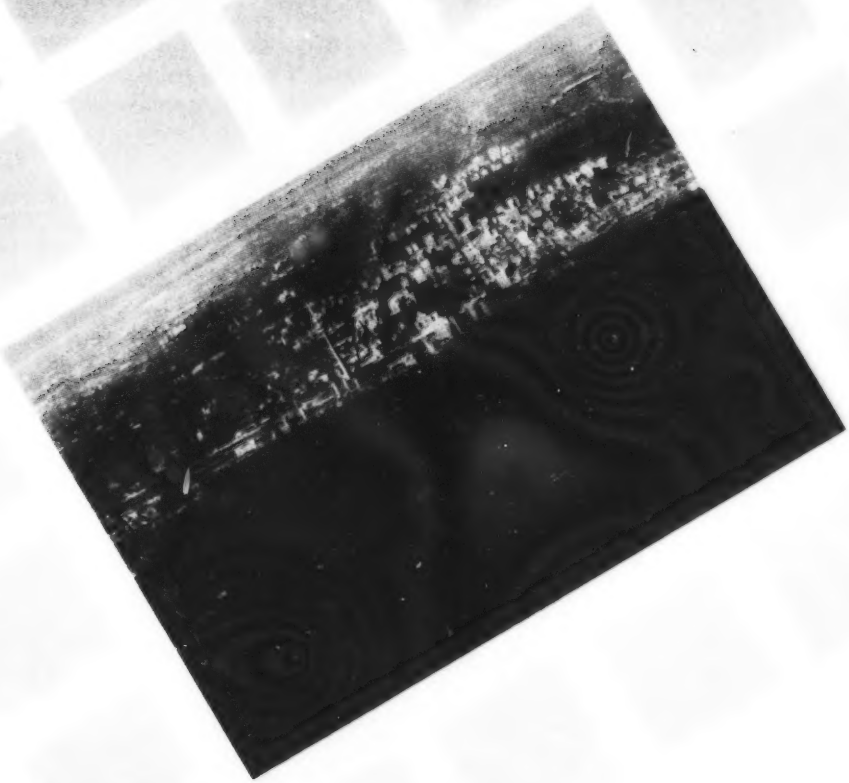
In order to reconcile the dichotomy between the broad range of concerns that are likely to be raised in the planning process, and the limited powers at the disposal of the City to act on these concerns through the Official Plan, it may be useful to conceive of the 1991 planning process in terms of a set of three distinct but related organizational components. The first component would consist of policy and strategy statements for each issue area dealt with in the Plan. These statements would not be restricted to matters that could only be addressed in the context of an Official Plan, but would instead attempt to define a strategy for action which is much wider. The second component would consist of matters to be included in the Official Plan and would in effect represent a sub-set of the policy/strategy statements. The third component would respond to the need to conduct an ongoing assessment and analysis of the rapidly changing nature of the City through an expanded and more sophisticated monitoring program.

In this report I will discuss a framework and a process for developing a new Official Plan for the Central Area for 1991 and I will recommend that a Task Force be established by Council to define the issues and elaborate the principles for a

new Plan. The Task Force would be composed of politicians, citizen representatives, business interests and other special interest groups. Part of the mandate for the Task Force would be to develop an outreach program to engage a broader spectrum of the City's population in determining the City's future.

In order to establish a framework for discussing the planning process, I will describe the changes that have transformed the City since the 1976 Official Plan amendments were approved. I will also review some of the policy initiatives that have been taken over the past 12 years as the 1976 Plan has evolved.

A number of studies have been launched in the past few years, which while not resulting in policy changes have enriched our understanding of some of the development dynamics within the City. These will be highlighted and summarized. Finally, some of the emerging issues that will need to be addressed will be tentatively explored, a preliminary outline of tasks to be pursued will be itemized and a schedule for achieving the Plan by 1991 will be described.



2

The Scope and Context of the 1991 Plan

The Local and Regional Planning Context

It is important to clarify early in the planning process how large the geographic area should be for 1991 Plan. Should the Plan apply to the entire City? Should the Plan focus on the whole Central Area or should it apply only to a portion of the Central Area? Furthermore the planning context within which the Plan is prepared, both in terms of previous planning initiatives of the City and in relation to regional developments, needs to be understood. In this section I will address how broad the scope of the 1991 Plan might be and describe the components that comprise the current Central Area Plan as amended by Council in stages since 1976. Finally I will comment on the relationship between the 1991 Plan and both the Metro Plan Review and the Provincial planning review of the Greater Toronto Region.

The 1976 Central Area Plan applied in theory to the entire Central Area, although it did not include land use and density provisions for either the Central Waterfront or the Central Industrial District. Moreover, in evaluating the relationship between transportation capacity and development potential, a more detailed analysis was conducted for only the Central Core between Wellesley Street and Front Street (see Map 1 for the boundaries of these areas). For the most part, the area south of Front Street, with the exception of the Harbour Square area which had prior planning approval, was left for further study. Policies for the Central Industrial District were also developed after the 1976 Central Area Plan was adopted.

The geographic focus of the 1991 Plan should be identified as it was for the 1976 Plan in order to establish a framework for the policies that emerge. Although there has been some interest in tackling the City as a whole, in my view this option may prove to be overly ambitious and not necessarily productive. For the most part, the City outside of the Central Area is covered with area specific neighbourhood plans which were prepared in consultation with local residents and other interests. The

thrust of these plans is to protect the neighbourhoods from development, while permitting more intense building along main arterial streets. They also promote the provision of some social housing and community services. The policies in these plans were honed to reflect local circumstances. To review each of the policies contained in these plans may prove to be a herculean task, and it may result in little change from an Official Plan policy point of view.

A better way to approach the 1991 planning process may be to leave open the option of developing a vision for the future of the City, which may include a series of broad policy/strategy statements, while focusing the Official Plan land use and density policies on the Central Area. In this way, those policies that have a broad application could be developed for the City as a whole, while specific land use provisions would zero in on the Central Area.

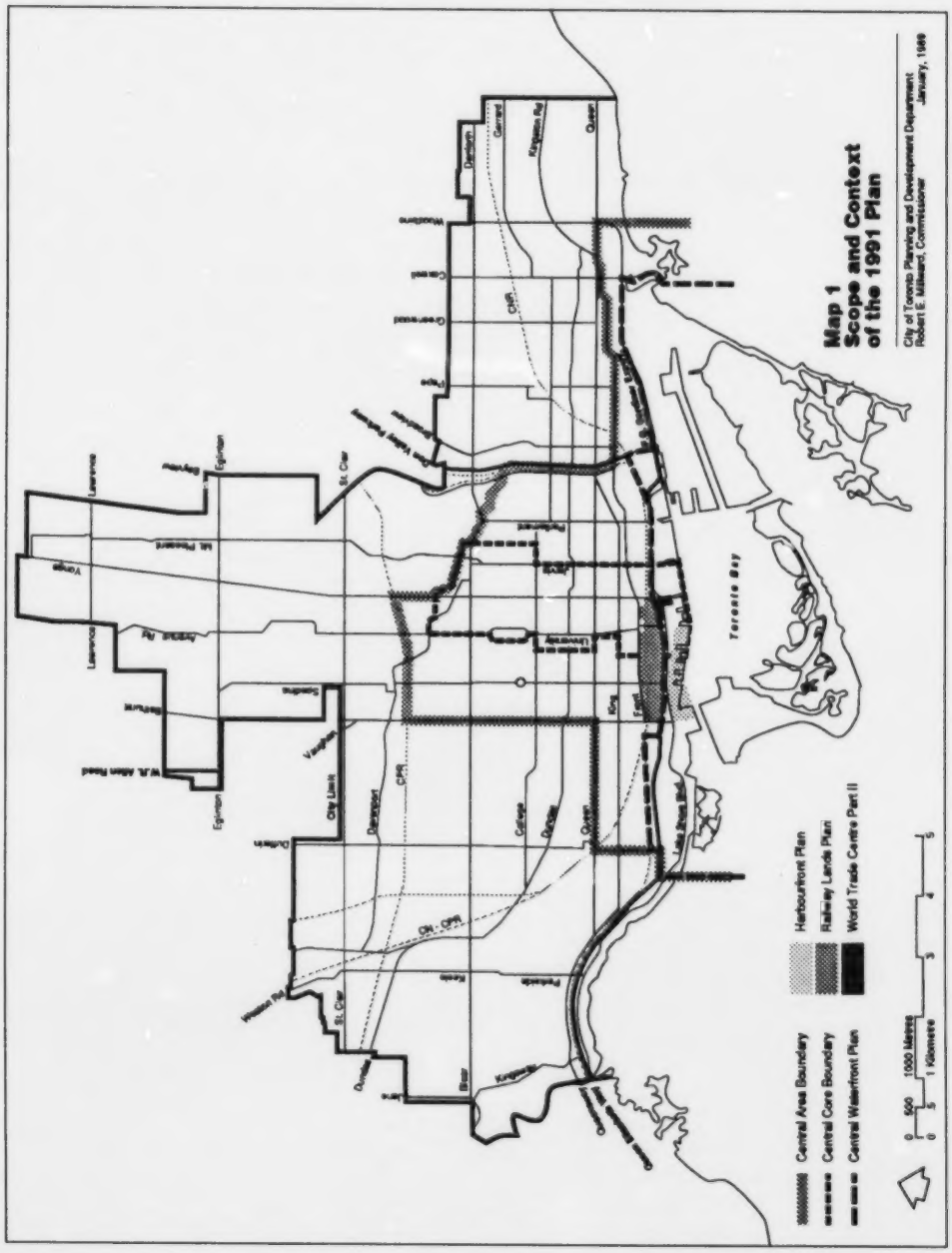
It may be useful to describe at this point how the planning context for the Central Area has developed over time in order to better appreciate the extent to which land use policies could be reviewed and adjusted. Although the Central Area Plan was developed in 1976, its main focus, as has already been shown, was a smaller portion of the Central Core. The following table describes how the Central Area Plan has evolved to fill in missing areas, primarily south of Front Street.

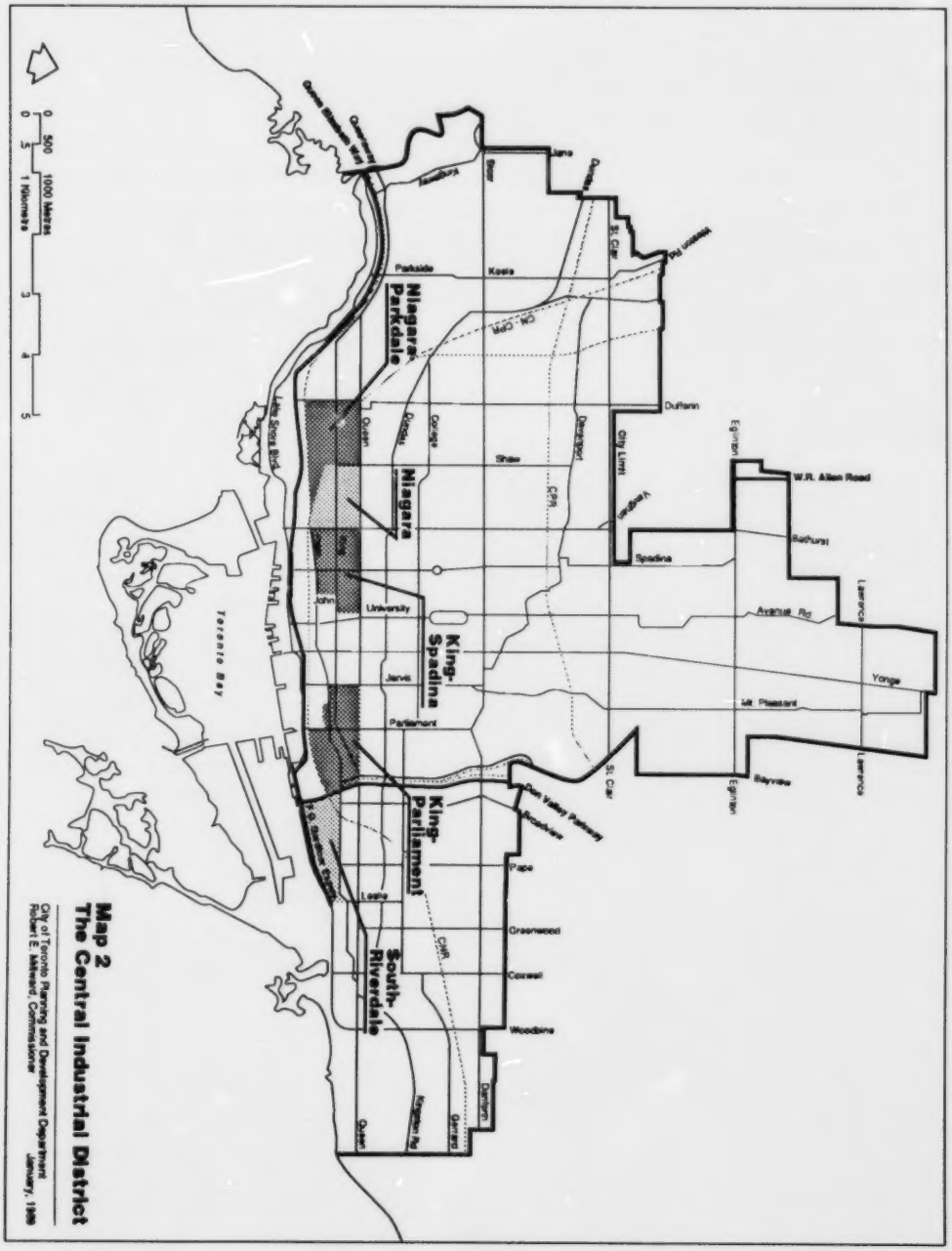
Table 1

	Approved by OMB
Central Area Plan	1976
Central Industrial District Plan	1980
Harbourfront Part II Plan	1981
Railway Lands Part II Plan	1986
World Trade Centre Part II Plan	1987
Central Waterfront Plan	1988*

* (Council Approval)

The area covered by each planning document is shown on Maps 1 and 2. Each document deals with policy statements for the sub-area in question. Some of these policies should legitimately be reviewed as part of the 1991 planning process, for example, the Central Industrial District policies. Others are already being reviewed as part of a separate process. For example, the Harbourfront Part II Plan is being re-assessed in the context of a temporary freeze on new development. Other policies such as the Central Waterfront Plan and Zoning By-law Amendments, have been adopted by Council much more recently, and to generate a review so soon after their adoption may prove rather unproductive.


Map 1
Scope and Context
of the 1991 Plan
City of Toronto Planning and Development Department
Robert E. Millward, Commissioner
January, 1990
Central Area Boundary
Central Core Boundary
Central Waterfront Plan
Harbourfront Plan
Railway Lands Plan
World Trade Centre Part II
Toronto Bay
Lawrence
Eglinton
St. Clair
Dupont
CPR
College
Queen
King
Front
Gerrard
Dundas
Bloor
Dupont
City Limits
Lake Shore Blvd
Gardiner Expy
CN - CPR
Keele
Dufferin
Bathurst
Spadina
Yonge
Jarvis
Sherbourne
Parliament
Don Valley Pkwy
Allen Rd
Kingston Rd
Victoria Park
Warden
Morningside
Meadowvale
Markham Rd
Brimley
Midland
Scarborough Expy
Don R.
Don Valley
Leslie
Woodbine
Coxwell
Greenwood
Main
Kennedy
Eastern
Don Mills
Leaside
Laird
Mt. Pleasant
Yonge
Avenue Rd
Bay
Yonge
Bathurst
Spadina
Dufferin
Gladstone
Ossington
Dovercourt
Lansdowne
Keele
Runnymede
Jane
Weston Rd
Weston
Black Creek
Humber
Humber Bay
Lake Ontario
0 500 1000 Metres
0 .5 1 Kilometre
1
2
3
4
5



Map 2
The Central Industrial District

City of Toronto Planning and Development Department
Robert E. Millward, Commissioner
January, 1989

Consequently, the preparation of the 1991 Plan must respect these recent planning initiatives. However, there are a number of important issues of aggregate concern that require analysis and review at the Central Area level. Such areas of general concern relate to:

- establishing a new relationship between transportation capacity and cumulative development potential;
- exploring developmental control strategies for managing the amount and/or rate of development;
- establishing targets for housing production, particularly social housing; and
- expanding the ongoing monitoring system for tracking changes to the nature of development in the City.

In addition to the local planning context which could help to define the geographic focus of the Plan, initiatives at Metro and the Regional level also provide a framework for this undertaking. The Metro Plan Review is now underway and background policy reports have already been prepared as part of this process on housing trends, the changing Metropolitan economy, industrial areas, housing intensification and the Metropolitan parking policy. Future work is being planned on the urban environment, sub-centres, parks and open space and Central Area transportation.

As each Metro planning document is released for discussion, each area municipality is invited to submit its comments as part of the discussion process. Planning staff have forwarded comments to Council on the studies that have been completed and will continue to do this in the future as additional reports are prepared. In addition, my staff are participating in an ongoing discussion with Metro staff and planners from other area municipalities to attempt to coordinate planning initiatives where appropriate.

The advantages of coordinating the City's 1991 planning process with the Metro Plan Review are significant. Both the City and Metro already have many policies in their respective Plans that are mutually compatible and that reinforce each other. The City's policy of encouraging deconcentrated office growth is paralleled in Metro Plan. Similarly many of the City's industrial policy initiatives are mirrored in Metro's recently released Industrial Policy Review. There are undoubtedly new initiatives that the City may wish to consider as a result of the 1991 planning process that would be more effective if they were also supported by Metro and reinforced through Metro's planning policies. Furthermore, by pooling resources where appropriate, the City and Metro may be able to conduct certain studies together or to jointly hire consultants to address questions of mutual interest.

The Greater Toronto Coordinating Committee was established by the Province to develop a coordinated response to urban problems facing the Region as a whole. Transportation concerns, waste disposal and the provision of certain municipal services were all identified as issues that may require a regional solution. As the City's representative on this Committee, I have participated in a number of meetings held to explore ways of tackling these issues. While the Committee is only in its nascent stages and has yet to fully clarify its agenda, it will be important to feed information on the City's progress with the 1991 Plan into this process as the work program unfolds. Conversely, where the Committee's work and City policy overlap, it will be important to respond, as much as possible, in a way which reconciles City objectives with Regional initiatives.

The Changing Context of the City Since 1976

When the 1976 Central Area Plan was approved, Toronto was in the midst of a significant political re-evaluation about the role of the City and its relationship to surrounding areas. More particularly, the Plan was prepared in the wake of the Provincial decision to stop the Spadina Expressway, and it evolved in the midst of a series of significant battles to protect neighbourhoods from demolition and replacement with high rise towers. It responded to a concern over the loss of heritage, industrial jobs and pedestrian amenity. The result was a Plan that sought to place limits on growth while promoting diversity and protecting valuable elements within the City.

In many ways the Plan has served the City well in the intervening years: the Financial District has not expanded into areas to the east and west; a great deal of housing has been built in the Central Area; and street-level improvements for pedestrians have been initiated in many areas. There have been, however, many changes in the City and the Region since 1976 which have had an impact on the planning environment:

- While the City's population declined by 3.5 per cent between 1976 and 1986, the population in the Region increased by a dramatic 17.4 per cent. The increase in the Region's population has been particularly pronounced in the past 5 years.
- In the Central Area the population increase adds up to 17.2 per cent for this same period, roughly similar to the size of the Regional increase. This can be directly attributed to the success of one of the main goals of the Central Area Plan.
- The cost of an average house in the City has increased from $61,591 in 1976 to $250,390 in 1988, an increase of 307 per cent, while land values in the Financial District have also increased by a significant amount during the same period.

- Employment in the Central Area has become more concentrated in the office sector, and within this sector there has been a large increase in the business and financial services.
- Total office employment in the Central Area has increased from 149,000 in 1976 to 217,191 in 1987; an increase of 31 per cent.
- The type of work in office buildings has changed considerably as a result of the movement of many back office functions (data processing, records management) of large corporations to the suburbs. These were accompanied by some large head office moves in the manufacturing and insurance fields. The jobs remaining downtown are increasingly managerial and professional in nature, resulting in a higher average floor space per worker.
- Office building technology has continued to evolve towards the production of "smart buildings" to service the information economy. These buildings are characterized by higher floor to ceiling heights, larger floor plates and highly adaptable space to respond to technological changes.
- There has continued to be a shift towards a higher proportion of women in the work force and more part-time workers.
- Slightly more people are driving into the Central Area (an increase of 6 per cent since 1976), but the number of cars has increased by 12 per cent. This is accounted for by a lower occupancy in each car.
- Rush hour congestion has expanded beyond the traditional 2 hour peak period and road congestion is generally greater in the Central Area throughout the day.
- A greater proportion of people are walking or cycling to work than in 1976.
- Although the City has initiated a strong social housing program through Cityhome, there has nevertheless been a net loss of affordable housing units due to demolition, luxury conversions, and de-conversions in small scale dwelling houses.

With the emergence of many of these changes, it became necessary to adjust aspects of the Central Area Plan in order to continue to pursue its goals. In many ways the 1976 Plan represents an experiment designed at a particular time to promote a clearly defined set of goals. The manner in which these goals could be achieved could not be predicted ahead of time. As with any experiment, adjustments were attempted over the life of the Plan to respond to the changes described above and reflect the political priorities at the time. In some cases these resulted in a bold new direction, while in others they simply represented a slight shift in emphasis.

Were the Goals of the 1976 Plan Achieved?

To a large extent the work program for the 1991 planning project has been established through the 1986 Quinquennial Review. This document compared the development targets established in the 1976 Central Area Plan with actual achievements. Changes in transportation usage were explored to determine impact on the transportation system. Housing targets and achievements for both conventional and assisted units were examined. The document also reviewed the extent to which the office deconcentration policies of the Plan were achieved. Finally the report examined the success of the Plan in preserving neighbourhoods, heritage buildings and retail strips, as well as furthering urban design and open space objectives. A summary of the goals of the 1976 Plan and an evaluation of their success is shown in Table 2, which was prepared at the time of the 1986 Quinquennial Review.

As can be seen from this summary the Plan has been, in some respects, highly successful, but in other ways it has fallen short of expectations. While the population of the Central Area has increased dramatically, the affordable housing targets have fallen far short of projections. The office deconcentration policies seem to be taking root, with strong transit oriented suburban sub-centres emerging as alternatives to downtown locations for many office developers. In addition, 51 per cent of all office development in the Region is now outside the Central Area compared to 32 per cent in 1976. However, much of the office growth in the suburbs has been dispersed in car-oriented office parks. Furthermore there is some evidence to suggest that the development of strong sub-centres depends to some extent on a strong downtown office market, something which was not anticipated in 1976.

In the area of transportation, the Central Area Plan has successfully postponed transportation improvements for 15 years. Although there is a perception that congestion in downtown Toronto has increased dramatically, the data shows that, in fact, traffic has increased only marginally during rush hours in the past few years. However, the data also shows that the peak hours have now extended on to the "shoulders" on either side of the rush hour, and that there is more traffic and transit usage during the day as a whole. Furthermore, the Quinquennial Review identifies the possibility that an imbalance between transportation and development capacities could emerge in the future and recommends that an incremental system of implementing transportation improvements be established in response to demand as it becomes manifested.

For the most part this assessment of the Plan's success is based on understanding what has happened within the confines of the Plan itself. However in evaluating whether the goals of the 1976 Plan have been achieved, it is also important to take into account the major amendments to the Plan that have been approved by Council over the past few years. These can be summarized under three main categories:

Table 2

Central Area Plan Goals	Evaluation/Conclusions of the 1986 Quinquennial Review		Response/Future Study
	Where Plan has been Successful	Where Further Work Needed	
Housing & Mixed Use			
• Promote Mixed-Use and new housing in the Central Area and Central Core	• Over 17,000 new units built • Further 11,000 approved • 12,500 units planned for south of Front (4,500 assisted) • Central Area population is growing		
• Affordable Housing for all residents and target income groups	• Over 10,200 assisted units built • House prices have soared/low income households displaced	• Social housing production has not kept pace with need/targets have not been met • Need to increase affordable housing production	• Explore options for private sector involvement in Assisted Housing production (Nov. 26, 1987 Report)
Preservation of Valuable Elements			
• Neighbourhoods	• Upgrading/preservation of neighbourhoods clearly evident	• Gentrification led to net loss of 11,000 affordable units	• Need to look at means to prevent losses through deconversion • Need to promote re-investment in existing affordable rental stock
• Historic Buildings	• Numerous important buildings preserved	• Some losses of Historic buildings – need to assess preservation tools	• Complete Heritage Bonus Review – Assess effectiveness of existing tools
• Retail Strips	• Revitalization of neighbourhood strip apparent - emergence of new strips (e.g. Church Wellesley)		
Parks & Pedestrian Amenities			
• Increase park space for resident and working populations	• Many new parks established (e.g. College Park, Asquith Green, Trinity) • Several parks redesigned and/or expanded (e.g. Berczy, St. James) • Future parks south of Front – 51 acres	• Parks strategy successful, but different from that intended by the Plan	• Need to reassess Parks strategy in light of experience – how can we be most effective
• Expand and enhance pedestrian amenities	• Effective combination of private and public sector support for this goal • City spent $20m in the Core, matched by private sector		

Table 2 (cont'd.)

Central Area Plan Goals	Evaluation/Conclusions of the 1986 Quinquennial Review		Response/Future Study
	Where Plan has been Successful	Where Further Work Needed	
Office Deconcentration			
• Control rate of growth in Core to permit transportation investment and growth in planned subcentres • Promote a deconcentrated Metro urban structure	• Rate of office growth is within limits • From 1976-1985 Core share of growth declines from 68% to 55% • Subcentres emerging as strong alternative - office space suburbanizing	• Economic factors have affected the relationship between office and employment growth • The Downtown economy is changing (employment mix, floor space per worker) • At mature stage of deconcentration the strategy needs recasting in light of changes in Downtown economy	• Expanded monitoring of Central Area economy required • Complete Downtown employment studies • Develop a framework for 1991 that will establish a new relationship between employment growth and transportation
Transportation			
• Discourage private auto for commuting; encourage transit • In short term, no major transit improvements serving the Core • Balance transportation and development capacities	• Plan has been successful in postponing the need for transportation improvements for 10-15 years	• A long term imbalance between transportation and development capacities emerging • The need for certain road and transit improvements in future identified • Incremental approach to transportation planning recommended	• Need to revise Section 7 Transportation of the Plan to reflect incremental approach • Immediate priorities - incremental expansion of GO/fare integration; Front St. and Gardiner widening • Long Term - Emphasize review and monitoring

Summary

Experience of the last 10 years has shown:

- Significant progress has been made in achieving goals of the Plan
- Need to look at some specific areas (Assisted Housing Investment for example) where need to be more effective
- The Downtown Economy is changing and so are its Transportation needs - Further analysis and expanded monitoring is needed

Before 1991 a new framework for balancing employment growth and transportation investment in City and region will be needed

- Overall zoned office and residential development potential has been increased with the adoption of site specific amendments north of Front Street and the Railway Lands Part II Plan. The Central Bayfront and Harbourfront Part II Plans and the recently approved Central Waterfront Plan, on the other hand have actually reduced commercial and industrial development potential.
- The Bay Street corridor south of Bloor Street, which was originally envisioned as a mixture of offices and large units, has instead emerged in response to market forces, as primarily a high density small unit luxury housing enclave. Changes were made to the Plan to allow smaller units at higher densities than were originally anticipated. A review of how residential densities are calculated in these and other areas has ensued with the floor space index method generally replacing the units per hectare method.
- A number of site specific amendments have also been introduced within the Central Core in order to secure public benefits, most notably social housing. Recently these have been secured through agreements authorized by Section 36 of the Planning Act, which was included in the Act in 1983.

Perhaps the most dramatic examples of how the principles of the 1976 Plan have been expanded are represented by developments along Toronto's Waterfront and the approval of the Railway Lands Part II Plan. At the time that the 1976 Plan was being developed there was very little development underway in the Waterfront or in the Railway Lands. When development prospects became a more realistic possibility in these areas, the City decided to take advantage of the opportunities that were presented.

The principles which guided this development were primarily to attempt to link the waterfront with the downtown core and make it more accessible, as well as relieve pressure for expansion of the office sector into adjacent built-up areas east and west of the Financial District. Because the Railway Lands and the waterfront were undeveloped it was felt that the impact of new buildings in these areas would be less disruptive than in already developed areas. Other goals were to develop the public infrastructure in the Railway Lands, create social housing sites and provide park space.

The overall impact on the total office development potential, however, has been to increase the capacity within the Central Area by about 20 per cent since the time of the Ontario Municipal Board Hearing on the 1976 Plan. This has implications, of course, for improving transportation facilities, updating community services and providing public amenities. Some of the work in this area has started, but much remains to be done in the 1991 Plan.

With respect to the other two categories described earlier, the effects of many of the amendments to the Central Area Plan can be observed along the Bay Street corridor or in the Financial District, where many of the buildings which were the subject of these amendments are now under construction.

As a result concerns have been raised by a lot of people about the pace and nature of change in the City. It is important however to place these developments in perspective. What has changed is the type of city we live in. These changes have been brought about by a number of complicated factors and many different actors. The Official Plan is only one aspect of this complex interaction. In any case, while many of the goals of the 1976 Plan have been achieved, the pace of development, particularly in the past 2 years, has been so great that some people feel that the City has not had an opportunity to adjust its infrastructure in response to such rapid growth.

A related issue over the past few years has been the emphasis on public benefits derived from the development process. In many instances where increases in development rights over the Official Plan limits were approved by Council, the City was able to achieve substantial public benefits most notably in the area of social housing, open space and cultural facilities. However this process, if it involves negotiation, seems to generate concern over whether the public benefits adequately compensate for the additional densities granted, and whether the densities granted in exchange for benefits have been excessive.

To some extent the concerns which have surfaced are derived from the experimental nature that characterizes any new initiative. Because the field of providing bonuses in return for public benefits is relatively new for Toronto, the first examples of this type of negotiation have resulted in a reassessment of the process.

It is important to emphasize that the main impetus for pursuing negotiated public benefits has been the attempt to secure social housing. This remains an important objective. Since the private sector has not participated in the provision of social housing to the extent anticipated in the 1976 Plan, and since the City has not been able to achieve its social housing objectives on its own, it is imperative that a clear direction for involving the private sector in providing social housing be established early in the 1991 planning process. A number of the options in this regard have been reported on previously by my staff. These range from maintaining the status quo to assessing levies on commercial and private residential development which would be used for social housing production, or, alternatively, using the bonus provision of Section 36 in a way which: 1. clearly identifies and limits the circumstances under which the Section should be used; 2. places clear limits on what

kinds of public benefits should be secured in this manner; 3. places clear limits on the value of the private benefits that would be possible; and 4. establishes a clear relationship between the value of the private gain and the public benefit.

I will examine this issue more fully in section 4 of this report. At this point, it is important to underline the urgency of resolving the direction which is appropriate for the City to take: retaining the status quo (i.e. doing nothing), assessing development levies (exactions), or using the bonus provisions under Section 36 of the Planning Act. As with the other changes to the Plan, the attempts to secure public benefits were made in response to changes in the City which were fuelled by market forces and over which the planning process had little influence. These changes were made in an attempt to re-establish adherence to the principles and goals of the original Plan in the context of new circumstances.

How Increases in Development Capacity Affect the Transportation System

The 1976 Plan was based on what was thought to be a very clear relationship between the development capacity in the Central Core and the capacity of the transportation system. In the intervening years a number of factors have undermined the assumptions on which this relationship was based. Nevertheless, concerns about congestion invariably lead to a discussion of transportation policy and what an appropriate set of responses might be. As was described in the 1986 Quinquennial Review, the development capacities established in the 1976 Plan were revised at a number of junctures. For the Central Area Plan, development capacity of the transportation system for the Central Core south of Wellesley Street was initially calculated to be between 6.55 and 8.18 million square metres. These development limits were then used to create control limits for 5 year intervals to monitor the extent to which development was proceeding in a reasonable manner in relation to the limits. At the same time, in an effort to encourage the development of suburban sub-centres, Section 7 of the Official Plan stated that in the short term, major transit improvements into the Central Area should be discouraged in favour of improvements in the sub-centres.

The development capacity limits described previously formed the basis for establishing a set of initial 5 year development triggers which were presented to the Ontario Municipal Board in 1976. These were 5.6 million square metres for 1981, 5.9 million square metres for 1986 and 6.3 million square metres for 1991. However, the triggers were increased by an Order in Council to 5.8 million square metres in 1981, 6.4 million square metres in 1986 and 7.0 million square metres in 1991, to more accurately reflect the development capacity limit in the Central Core

Area, leaving less discretion to Council in approving re-zonings in High Density Mixed Commercial-Residential Areas, and to speed up use of the existing transportation capacity.

At the same time that the review triggers were increased, the Ontario Municipal Board also increased the development potential of the Central Core by approving a series of amendments for specific sites at the hearing. Furthermore, development potential within the Central Area has been further increased over the intervening years by additional site specific amendments north of Front Street, as well as by the approval of the Railway Lands Part II, Central Industrial District and the Massey Ferguson lands. Hence the realistic zoned office development potential within the Central Area was increased from 6.5 million square metres at the time of the Central Area OMB hearing to 9.85 million square metres today.

The actual amount of development which is either completed or under construction today adds up to 6.4 million square metres. This is considerably below the 7.0 million square metre 1991 development trigger. However, a further 0.9 million square metres of development has received final approval by Council. If one assumes an average absorption rate of 150,000 square metres (based on the previous 10 year period), the 1991 limit is unlikely to be reached even with the approvals that are now in place. Furthermore, of this 0.9 million square metres of approved but unbuilt space, over half still requires Development Agreements and is unlikely to have started construction before 1991.

Although we are very likely to remain within the Official Plan development limits by 1991, it is clear that a pending imbalance is looming between development potential and transportation facilities. No precise estimate can be made as to when this imbalance is likely to reach crisis proportions. In fact, previous attempts to define a direct and rigid arithmetical relationship between transportation capacity and development potential have turned out to be seriously flawed. But the increase in the perceived level of congestion in the Central Area is not surprising given the amount of recent development which is approaching the original lower estimate of the transportation capacity. The challenge for the 1990's will be to move towards the implementation of selective improvements in time to meet the demand. At the same time Council may wish to explore a more effective means of controlling the pace of development in order to be better able to respond to improvements in transportation infrastructure. A yearly quota system for development rights, similar to one already used in San Francisco, may be appropriate for Toronto and should be examined as an option for the 1991 Plan.

Changes in the City's Population

The transformations that are taking [illegible] have implications for transportation planning, [illegible] the provision of social services. It is clearly [illegible] understand these changes when conducting [illegible] Plan. Although the bulk of the demographic analysis for the [illegible] completed, it is useful to highlight some of the major population [illegible] in the Toronto Region and the City over the past few [illegible] been presented in Research Bulletin No. 29. What follows [illegible] analysis.

The City's population is aging and it has a high proportion of the region's populations whose mother tongue is not English, particularly Chinese and Portuguese.

Population Growth – As was mentioned previously, the most dramatic demographic change in the City happened in the Central Area where almost 20,000 more people live now than in 1976. In the City as a whole, the population steadily declined between 1976 and 1981, but increased by 2.2 per cent between 1981 and 1986 due solely to the increase in the Central Area. This is a tribute to the City's housing policies in the 1976 Central Area Plan.

The four Regions surrounding Metropolitan Toronto experienced the most dramatic growth between 1981 and 1986, accounting for 83 per cent of the total population increase in the Toronto Region. There is every indication in the projections made by Metro planners as part of their transportation modelling exercises that this trend will continue in the future. In fact, both the population growth in the Central Area and at the fringes of Metro have a significant and direct impact on transportation improvements for the future. The number of commuters into the Central Area from

the fringe areas is likely to increase, placing additional pressure for improvements to the regional transportation system. A large Central Area population, on the other hand, would suggest the need to strengthen the surface transit routes adjacent to and within the Central Area and to improve bicycle and pedestrian facilities.

Household Changes – The other major demographic indicators with planning implications for the City of Toronto are age groups and changes in household formation. The City's population is dominated by the 20 - 39 age group which accounts for 42 percent of the total. In addition, the number of non-family households has steadily increased since 1976 accounting for 43.7 per cent of total households. The average household size, after declining rapidly between 1976 and 1981, has continued to decline since 1981, but at a less pronounced rate, and is now at 2.35 persons per household. Since 1976, the total number of households in the City has steadily increased despite the already mentioned decline in population.

The housing requirements implied by these trends suggest the need for more small units. This is in fact the direction which the City's policy has been moving over the past decade with a greater emphasis on protecting the rental stock, improving the opportunity for conversions, and encouraging the construction of new apartment buildings containing 1 and 2 bedroom units.

The same trends respecting household formation and the dominance of a particular age group have also emerged in the rest of Metro and in the Region on a whole, but at a less pronounced rate. For example, the fringe areas of Metro have much larger percentages of children, but the 20 - 39 age group still dominates. Household size and the percentage of family households have also declined in Metro and the Region, but at a much less pronounced rate than in the City of Toronto. So, while these are societal trends, the City's population make-up, because of its more dramatic characteristics, demands responses in the social services delivery system that are more immediate, innovative, and that are constantly attuned to the degree of change taking place within this area.

Three indicators which could provide some insights into the nature of new social programs that might be needed over the next decade in the City, are changes in family composition, mother tongue and income distribution.

Family Composition – There are now more lone parent families in the City of Toronto than ever before, comprising 16.6 per cent of the total. Here again, the percentage of lone parent families has also risen in Metro and the Region, but does not yet represent as large a proportion of the population as in the City.

Mother Tongue – As far as mother tongue is concerned, the City has a much lower percentage than the Region of people whose first language is English (61.9 per cent compared to 71.3 per cent). Furthermore, more than half of the Portu-

guese population in the Region is concentrated in the City. The City also has a large percentage of the Region's Chinese speaking population (35.3 per cent). On the other hand, only 4.1 per cent of the City's population is Italian speaking compared to 5.3 per cent of the Region's population. The indications from these figures are that the City continues to attract a relatively high number of newer arrivals to the Region from other countries (Portuguese and Chinese), while older immigrant groups (English and Italian) are moving into the Region outside of the City.

Income Disparities – The evidence of income disparities within the City has become more visible since 1976. The number of people in the highest income groups has grown as the City has become a more expensive place to live. However, the plight of people at the lowest end of the spectrum has become increasingly difficult in the midst of this affluence. Clearly, one of the most important challenges of the new Plan must be to find ways of redressing this imbalance, particularly through the provision of social housing and by searching for ways of re-establishing the City as a place where middle income earners can continue to live.

Changes in the Downtown Economy

An analysis of the prospects for the downtown office market was undertaken as part of the Downtown Employment Studies Program. The results of this analysis were published in April 1988 in a series of consultant reports and an overall summary report. These studies examined growth prospects in Central Area office employment and floor space with particular emphasis on technological change. The conclusions of these studies shed a great deal of light not only on the types of shifts that have been taking place within the Central Area economy over the past decade or so, but also on what might happen in the future.

Before summarizing some of the insights gained through these studies, it is worth emphasizing that other changes have been taking place simultaneously in areas adjacent to the office district, where office expansion is not permitted. In the King Spadina industrial area, for example, a diverse number of economic sectors which are not dependent on the office market have flourished in response to municipal initiatives.

The biggest success in this regard is the fashion industry, which in 1976 was in danger of collapsing, but which, since that time, through careful nurturing by the City has not only regained its previous prominence but has now surpassed even the most optimistic forecasts. A total of 15,000 people are now employed in this sector. Many of these people are directly involved in the design and marketing of the product. In fact, due to a conscious effort on the part of the industry with strong support from the City, Toronto now has a good opportunity to establish a significant presence as an international force in the field of fashion design, al-

though it is unclear how this industry will be affected by the recently signed Free Trade Agreement. My staff will be carefully monitoring the situation to assess this impact.

The fashion industry is not the only industry that has flourished with municipal assistance. The film industry has been actively supported by the City, with the result that many film studios, editing establishments and production facilities are locating throughout the City, but primarily in the areas adjacent to the Financial District. The arts and cultural community has also expanded considerably, although many artists fear that downtown real estate pressures may force them to leave the downtown area. Nevertheless, graphic artists, commercial artists, the recording industry and performing artists have all put down strong roots in the Central Area. Finally, there has been a recent influx of high technology computer based industrial operations into the King Spadina and Massey Ferguson areas.

These sectors add diversity to the downtown economy which, in the Financial District, is becoming dominated by the financial and business services sector. The City's land use policies in the Central Area Plan were designed to encourage this diversity. Zoning By-laws and Official Plan policies placed severe restrictions on commercial and residential development in the Central Industrial District. Without these policies, the Financial District may well have expanded west of Simcoe Street a long time ago and the opportunity for a broad and diverse range of economic sectors to locate in the Central Area would not have been possible. Without these policies the City would not have been able to pursue its strategic initiative of extending the Financial District into the Railway Lands in an effort to better link the City with its Waterfront.

The Downtown Employment studies predicted that the financial and business services sectors would be the primary areas of office employment growth in the future, based on the performance of these sectors between 1971 and 1986, when they accounted for 71 per cent of office employment growth and 78 per cent of office space demand. These studies also showed that a significant increase had occurred in the floor space per worker ratio over this period, but predict that this increase would be somewhat modified in the future. In other words, new office space increases will be more closely tied to employment growth than had been the case in previous years.

A consultant study which was prepared by Donovan Pinker as part of this exercise, examined the impact of technological innovations on the demand for new office space. This study found that the financial and business services sectors had the highest propensity for using new office technologies, including "intelligent" or "smart" buildings. The study concluded that the demand for these types of buildings in the Central Area is likely to increase because the high-tech office sectors are likely to demonstrate the highest employment growth.

Other studies examined the nature of financial investment in downtown real estate and sought to compare Toronto's office market with other cities in North America. These studies, while attempting to shed some light on the Toronto experience identified at least two factors which have had a pronounced impact on the downtown office market: 1. changes to the Bank Act as well as financial deregulation, and 2. the recent influx of foreign investment to Toronto real estate.

As a consequence of amendments to the Bank Act, there has been a significant increase in demand for office space by off-shore financial institutions. What is unclear is the long term impact of financial deregulation on the demand for office space in the future. This was considered an important area of further study and will be integrated into the 1991 planning process as the work on this issue progresses.

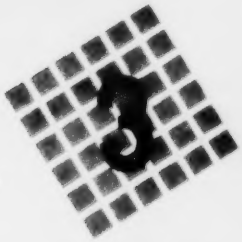
The impact of foreign investment on Toronto's real estate market was also identified as an area of further study. The issue here is the extent to which foreign investment may have an inflationary effect on the market in Toronto, and the extent to which foreign investors may, at different times, be able to distort the supply of office space relative to demand, because of the different premises on which they operate.

In the final analysis, the Downtown Employment Studies illustrated some of the transformations that are taking place within the Downtown office sector while at the same time emphasizing the cyclical nature of the office economy. The Studies concluded that the City should adopt a more proactive role in promoting and developing an effective telecommunications infrastructure to secure a strong competitive position in the future.

Conclusions

The changes that have taken place in the City since 1976 should be understood and analyzed when preparing the 1991 Plan. For the most part the goals and principles of the 1976 Central Area Plan hold up fairly well to scrutiny in light of these changes. Toronto is still an attractive and safe city in which to live and work, particularly if compared to other cities. It is also developing a sense of vitality and energy that it did not have before, attributable to the people who live and work in the City.

The problems that are now facing the City, particularly the problems of congestion, environmental quality, and affordability must be addressed in the 1991 Plan, if Toronto is to continue as a liveable city. The principles on which the Plan is based should reflect the strengths of the City while identifying ways to deal with its problems.



Developing Principles for the 1991 Plan

A Proposed Approach For Formulating Principles In The Planning Process

There are three basic themes which can help to characterize all aspects of the 1991 Plan: 1) managing growth; 2) improving the quality of life; and 3) promoting social equity. Phrased differently, if one were to describe an overall objective for the 1991 Plan it would be to create a set of policies that describe how growth will be managed while improving the quality of life in a socially equitable manner. Each of these three themes will be explored in this report in an attempt to give some indication of what kinds of principles might be incorporated under each heading. For the principles to be meaningful, however, every effort must be made to reflect the current and future aspirations of the City's population. To do this will require a rigorous process of public consultation. In fact, the principles that are proposed in this Section are suggested only as a basis for discussion as part of a broad and comprehensive consultation process. The process that is being proposed for the 1991 Plan will be described in section 5 of this report. It involves establishing a Task Force, consulting neighbourhoods and possibly conducting a City wide citizens' forum. The purpose of this exercise will be to vigorously pursue a wide variety of techniques in order to incorporate into the process as much of the creative energy that exists in the City's population as possible.

In developing these principles it would also be useful to re-examine those principles and objectives of the 1976 Plan which may still be valid today. Every effort should be made, while reviewing these principles, to re-cast the relevant aspects of the old Plan into the new framework for the 1991 Plan.

Finally, if the 1991 Plan is to respond to the changing nature of the City and if it is to contain enough flexibility to enable City Council to effectively manage change, then the principles on which it is based must also reflect the notion that the City is an

evolving entity. In practical terms this will result in a greater emphasis on establishing effective monitoring techniques to track changes as they occur and to outline a set of possible public policy responses that may extend beyond the constraints of the Official Plan.

Managing Growth

There is currently at least 3.45 million square metres of zoned office development potential in the Central Area that has not yet been built or is not under construction. If one were to assume the current average absorption rate of 150,000 square metres per year for the future, this unbuilt office potential would represent enough space to satisfy demand for a 20 year period. In light of this, there may not be any need to increase the office development potential in the 1991 Plan from the current limits. A more important concern would seem to be the need to control the pace of development in order to enable the City to better plan for transportation and other infrastructure improvements to meet demand as it emerges.

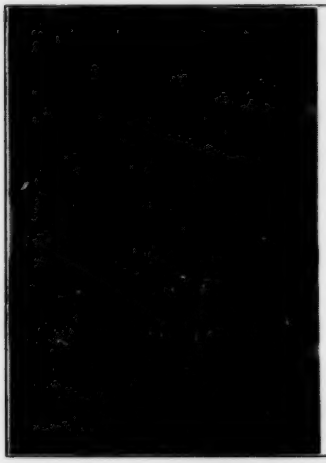
With this in mind, the following list outlines some suggested principles for managing growth that could be a starting point for discussions of the Task Force or other public forums. These emerge to some extent from the previous discussion of how the City has evolved over the past 12 years.

- Re-establish the Central Area as an appropriate setting for a diverse set of economic sectors which are to be nurtured and promoted.
- Promote residential development in the Central Area and continue to open up new residential districts for development while ensuring that these new areas do not have a negative impact on adjacent districts.
- Monitor the relationship between new development and the need for transportation improvements. A good operating principle in the Plan might be to give high priority to transit improvements. Explore mechanisms which ensure that new transportation improvements are undertaken with enough lead time to satisfy demand.
- Re-establish the principle of deconcentration in the context of a fuller understanding of the relationship between Central Area office space and suburban sub-centres.
- Examine the implications of restricting office expansion to the existing Financial District, the Railway Lands, the Central Bayfront, and the High Density areas along University Avenue and Bloor Street.
- Emphasize linking the existing downtown to the Waterfront and focus on the areas east and west of the Financial District as appropriate areas for the City's economic development initiatives in non-office economic sectors.

- Promote economic diversity by retaining the Central Industrial District as a focus for industrial activity.
- Encourage residential development along Bay Street, in the East Downtown and in the Railway Lands. Complete the process of replacing the units per hectare method of calculating residential densities with the floor space index method. Determine density limits only after careful study to ensure the liveability of the emerging neighbourhoods.
- A new initiative for this Plan may be to explore techniques to manage the pace of development and to link approval of development to improved quality of design and to transportation improvements.

Improving the Quality of Life

Perhaps the most effective way of ensuring that the City's quality of life is improved is to design an open, participatory process that allows people to gain a measure of control over their environment. In establishing such a process on a neighbourhood basis it may be possible to adopt the concept of "sustainable growth". This principle acknowledges the importance of growth as a way of improving economic health, but at the same time places a great deal of emphasis on first addressing some of the by products of growth: air/water quality concerns, the garbage disposal crisis, and problems with neighbourhood safety.



The Leslie Street Spit is an Environmental Resource Area. A more comprehensive set of environmental policies need to be developed for the City's Official Plan

Once measures are identified, the effort to improve the quality of life in the City will require the cooperation of all Departments at City Hall, other levels of govern-

ment, all segments of the population as well as the private sector. While the City can initiate some of the improvements on its own, in other areas it may have to rely on raising the issues in a way encourages others to take action. The environment perhaps best exemplifies this approach, but even in this area there is more scope for city activity than is currently acknowledged.

The major thrust of principles for improving the quality of life, which are offered here as a basis for discussion, would be to ensure continued public involvement in decision making, to ameliorate the negative aspects of downtown development, and to preserve the elements which make the City's neighbourhoods work. The following is a set of suggested principles that might be adopted in this area:

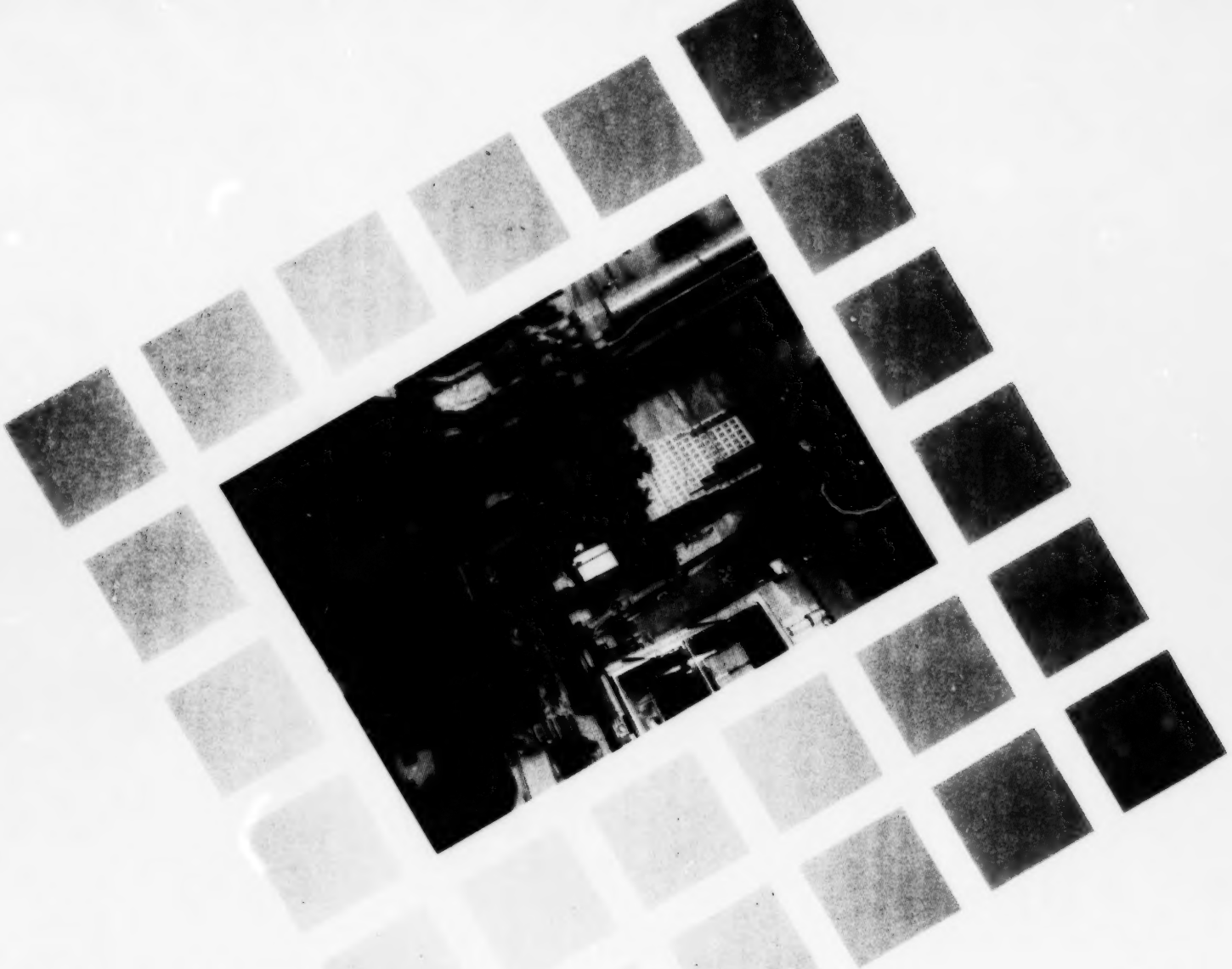
- Establish an on-going neighbourhood-based monitoring system to focus on environmental quality, security and neighbourhood health.
- Develop a long term vision for transportation that emphasizes local transit, rapid transit and inter-regional transit improvements and explores other alternatives to the use of cars.
- Explore techniques for encouraging more office workers to take transit.
- Develop a traffic management plan that encourages service and delivery vehicles during off-hours and car pooling during rush hours.
- Develop an open space and parks system for the Central Area which provides relief from downtown buildings and develops new standards and development guidelines for parkland in new residential neighbourhoods.
- Improve the quality of urban design and architecture by developing design guidelines along major arterials and for large redevelopment areas as well as by promoting design competitions.
- Explore ways of ensuring a healthy environment by improving air, soil and water quality and by ensuring that new developments are energy efficient and incorporate environmentally sound waste management techniques.
- Seek ways of incorporating safety concerns into the design of buildings and open spaces.
- Examine more effective methods to preserve and enhance our heritage buildings.
- Establish ways to nurture and support cultural activities and the arts.
- Seek ways to animate the streets, particularly in the wintertime.
- Establish a means to identify and respond to community service needs in new residential neighbourhoods.

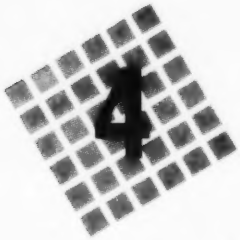
Promoting Social Equity

There is a growing concern amongst Toronto's population that the prosperity that Toronto has recently experienced is not being shared by all segments of the population. Toronto has had a strong tradition of caring for all of its citizens no matter what their income. In fact, its people have a reputation for tolerance and for helping less fortunate members of society. Toronto's land use policies reflect this principle. The City has the strongest group homes policy in Metro. It permits rooming homes in many districts as of right whereas other municipalities do not. It has long played a leading role amongst municipalities by building social housing through Cityhome, its own development company. The City has also taken leadership positions on promoting daycare, improving access for the disabled, addressing the needs of its ethnic minorities and providing employment opportunities for those who are outside the mainstream labour market.

Nevertheless, as was mentioned earlier, the scope for action to redress social imbalance is limited at the municipal level, particularly through a primarily land use document. It is however, necessary to address this issue in the 1991 Plan in whatever manner is possible. The following principles are suggested for discussion:

- Establish how the City could continue to build social housing, alone and in partnership with other producers at an accelerated rate to meet demand.
- Develop policies to protect and maintain the existing housing stock of rental housing.
- Seek ways to permit and encourage the intensification of the existing housing stock.
- Explore mechanisms to encourage the private sector to provide social housing and to produce rental housing. A direction needs to be established regarding the future use of Section 36 of the Planning Act or alternatively the establishment of an exactions policy on new development.
- Seek ways to confirm and strengthen the City's policy of retaining industrial employment in non-polluting firms through restrictive zoning, to ensure a diverse set of employment opportunities for its population.
- Establish ways of providing City support for employment initiatives directed at people who are unable to join the mainstream labour market.
- Examine how the City could continue to advocate to other levels of government improvements in social services, and where these governments refuse to act, how the City could step into the breach with its own initiatives.
- Seek ways of eliminating homelessness in the City by the year 2000.





An Outline of Major Work for Preparing the Plan

Studies Already Completed

Most of the studies which have already been completed as part of the 1991 planning project were described in Section 2 of this report. These include the Downtown Employment Study, Research Bulletin number 29 on the 1986 Census and the 1986 Quinquennial Review. At least three additional studies are also part of this exercise. A report on the City's Density Transfer Policy was prepared in 1986. Two reports which have been mentioned in Section 2, on encouraging the private sector to become involved in the provision of social housing, have also been completed. A large number of other housing studies have been conducted as well since 1976 as part of the ongoing evaluation of the City's policy in this area.

Transportation – In addition, there have been various studies to explore what appears to be the pending long term imbalance between the transportation system and the development potential of the Central Area. These were undertaken together with Metro, the TTC and the Province. Principal among these were the Accelerated Rapid Transit Study (ARTS), the Central Waterfront Transportation Study (CWTS), the GO-ALRT Study, the Railway Lands Transportation Analysis and the Network 2011 Study. An ongoing monitoring program of travel patterns into and out of the Central Area is also conducted annually by Metro with City involvement. The results are published as part of the Central Area Monitoring Program (CAMP).

A full analysis of this work can be found in Background Paper No. 8 of the 1986 Quinquennial Review. For the purposes of this report it should be sufficient to list the transportation proposals that have emerged from this body of analysis to improve regional access into the Central Area. The proposals include:

- Incremental expansion of GO Rail;
- GO/TTC Fare and Service Integration;
- Spadina LRT;
- Downtown Relief Line Option;
- The Front Street Extension;
- The Widening of the Gardiner Expressway; and
- Don Valley Corridor/Leslie Street Extension Option.

Density Transfers – The report on density transfers examined the City's policy to permit an exchange of density between two sites within the same Official Plan designation provided the sites are under a certain minimal size. The report also reviewed approaches to density transfers in other cities throughout North America and assessed those instances in the City where, over the past few years, amendments had been made to the Official Plan to accommodate other types of density transfers.

The report confirms that the existing density exchange policy in the Official Plan is an appropriate policy instrument for small sites and should continue to apply with some minor modifications, provided that housing is built as a result of any density exchange. The report also recommends that in certain limited circumstances a density transfer policy could help to further the City's heritage preservation goals. It proposes that the policy be restricted for this purpose only to those sites where other preservation tools are not likely to be effective. Finally, the report assesses the option of broadening the density transfer policy to include other objectives such as affordable housing, public parks acquisitions, or other community facilities. Not surprisingly, the report concludes that it would be inadvisable to further expand the policy objectives beyond small sites and heritage buildings.

The recommendations of this report were never adopted in by-law form. Since the issue of clarifying what is the City's policy with respect to density transfers has recently come up and is likely to come up again, it would seem appropriate to reconfirm the recommendations of this report and to request the City Solicitor to submit the appropriate by-laws.

Use of Bonuses for Social Housing – The 1987 a report entitled "Private Sector Involvement in the Provision of Assisted Housing" deals with existing City policy and practice respecting the provision of assisted housing (now known as social housing). It also identifies, evaluates and makes recommendations respecting options for promoting increased private sector involvement in social housing.

The existing Official Plan policy of providing a 25 per cent density bonus for the construction of social housing is assessed in this report as ineffective in promoting the City's social housing goals through private sector involvement. On the other hand, the report examines a series of site specific Official Plan amendments where

social housing gains had been made and, on the basis of an evaluation of a number of options, concludes that the City might explore using Section 36 of the Planning Act more effectively and consistently to pursue the provision of social housing.

The report also examines the effectiveness of an "exactions" policy which could involve an impact levy on development to be used to provide social housing. It concludes that because there is no enabling legislation it would be more effective for the City to pursue its social housing goals in the short term through the already existing legislative framework, i.e. a bonus policy under Section 36 of the Planning Act, while at the same time possibly pursuing the exactions option as a long term goal. The report recommends a specific social housing bonus policy for the Financial District only.

Other Uses of Bonusing – The June 1988 report, entitled "Further Report on Guidelines Pursuant to Section 36 of the Planning Act", deals more generally with the issue of bonusing. It reviews the findings of the November 1987 report on social housing and examines whether and how a housing strategy could be applied more generally to obtain such public benefits as heritage preservation, parks, cultural facilities and other public amenities. It recommends that if a bonusing strategy is to be applied, it should clearly identify the density limits which are appropriate, specify the public benefits, define how the benefits and bonus densities would be evaluated and clarify the conditions under which a bonus could be obtained.

The whole issue of bonusing has been referred to a sub-committee of the Land Use Committee. It is important for this Committee or some other public body, which could be part of the 1991 planning process, (perhaps as a sub-committee of the Task Force) to establish: 1) whether Council should pursue the option of getting social housing through private sector contributions; 2) if the answer to 1 is yes, then to determine whether to pursue exactions or bonusing or both; and 3) to identify the rules and framework which would govern private sector involvement in social housing production. Once Council establishes a direction, staff will be in position to refine the policy and to conduct whatever further analysis may be required.

Social Housing – The continuous evaluation of City housing policy since completion of the 1976 Central Area Plan includes the 1981 planning report, Confronting the Crisis, a series of reports originating with the Affordable Housing Task Force and, more recently, Living Room II - A City Housing Policy Review. This latter report reviews the City's involvement in providing social housing since the establishment of the City Housing Department in 1973. It attempts to assess the housing needs of various segments of the population. It reviews recent housing trends and it proposes a variety of measures to meet the needs.

The report contains 67 recommendations including proposals to streamline administrative facilities at City Hall, establish net housing targets in the Official Plan, set up an advocacy program with senior levels of government, and proposes a set of further studies on issues ranging from density bonuses to parking facilities. Many of the recommendations have already been acted on while others are still being pursued.

Summary – All of the studies mentioned in this Section provide part of the framework for the 1991 Plan. They enrich our understanding of how the City works and provide insights into policy areas that need to be further refined. The substantive areas that have been studied in these documents will be referred to as these issues are debated over the next few years. Together with the other studies now in progress or that may be initiated later, they will set the foundation for the final recommendations of the 1991 Plan. I would anticipate that any studies which have not been completed will be funnelled through the Task Force or any other body which may be established by Council to initiate the consultation process for the preparation of the Plan.

Reports on Improving our Capacity to Monitor Change

An Expanded Central Area Monitor

The 1976 Central Area Plan requires the regular monitoring of a number of key indicators which would shed light on the evolving relationship between transportation, employment and land use. Both the 1986 Quinquennial Review and the Downtown Employment Studies, however, recommended that the number of annual trends to be tracked be expanded significantly. Accordingly, my staff are now completing the first such expanded Central Area monitor which looks at the limits set on the construction of office space, trends in rents and vacancies, the regional office market in a North American context, transportation, employment trends and demographic changes including the construction of housing in the Central Area.

This document will serve as a model for future annual monitoring of Central Area trends and it will improve our ability to assess the implications of what is happening in the office sector much more quickly and accurately than before. The obvious advantage of this is that it will enable us to alter policy and revise assumptions as the social and economic climate changes.

I expect that the report on the revised monitor will be available for distribution early in 1989 and it should provide a solid base of background information on which further work for the 1991 Plan can be undertaken.

Refining the Annual Housing Monitor

In response to the Living Room II report my staff have been working on developing a system for assessing net change in affordable housing in the City. This study will be released in the first part of 1989 and will review changes in tenure within the existing housing stock as well as new construction activity.

In the past, the emphasis of this monitoring program was to track the number of newly constructed private and assisted housing units and compare these figures to the targets in the Official Plan. The Living Room II report suggests that this approach gives a misleading picture for the provision of affordable housing because it does not take into account changes in the existing stock. In response, the new evolving monitoring system seeks to identify the losses of affordable rental units within the older housing stock due to demolition, deconversion of converted dwellings and conversion of rental apartment buildings to condominiums or equity cooperatives.

The significance of this type of monitoring cannot be underestimated. In fact, based on preliminary results, it appears that between 1986 and 1988 there was a net loss in the City of slightly more than 400 units of affordable housing despite the construction during this time of 1,800 new social housing units.

The public implications of these findings are quite clear: governments must act, not just to accelerate the building schedule for more new social housing units, but also to stem the losses in the private rental stock. The Rental Housing Protection Act represents a step in this direction. However, with the Province currently re-evaluating what its next step might be as far as this Act is concerned, it may be necessary for the City to expand its range of activity in this area. The new housing monitor will help establish a policy basis for future action and identify appropriate implementation techniques.

Understanding Changes in the Central Area's Population

With the recent release of the 1986 Census data, my staff have started a considerable amount of work analyzing the information in order to gain a fuller understanding of the changes in the City's population. Some of the preliminary work of this nature has already been published in Research Bulletin number 29 which was summarized earlier in this report and in the Ward Profiles.

An important component of this analysis is to focus on the population of the Central Area, which, as has already been mentioned, has grown considerably over the past few years. Because many of the people now living in the Central Area have moved into their units since 1986 when the Census was conducted, I am proposing to undertake a more up-to-date survey of this population to get more

complete information. This would be a "mail-out" survey to be conducted by a consultant sometime in the latter part of 1989 and would assess household characteristics, travel patterns, service and facility requirements.

The population of the Central Area has increased dramatically since 1979 and it continues to grow at a rapid rate.

Understanding Who Occupies New Office Buildings

The recent boom in downtown office construction gives us a good opportunity to get a handle on who is moving into new office space, where they are from, types of businesses, employees, and travel patterns. My staff, with the help of a consultant, will be embarking on a survey of employees and businesses in selected new office buildings in an effort to help us assess the impact of new office construction on the transportation system and to better gauge the demand by office employees for additional services and facilities. This information will feed into both a better understanding of the dynamics of the downtown office market and the development of new transportation measures for the Central Core.

Transportation Studies

The purpose of conducting a series of background studies on the complex relationship between transportation improvements and downtown development ultimately is to determine how to maintain an appropriate balance between transportation capacity and employment growth. As the 1991 planning process unfolds, a complete work program in this area will be identified. At this point two initiatives are being pursued to help us better understand transportation impacts.

The first is a complete assessment of the journey to work data in the 1986 Census. This will involve requesting information from Statistics Canada detailing the charac-

teristics of workers by place of work and by their origins and destinations. An analysis of this information will provide us with insights into the evolving nature of trip patterns into the Central Area from within the Toronto Region. It should be possible to establish relationships between place of work and place of residence in other geographic areas within the Region to determine the effectiveness of Metro's and the City's deconcentration policies.

The second initiative currently under way is a joint effort with the Public Works Department and hopefully with Metro to establish an appropriate computer-based transportation forecasting model to assess the particulars of the continually evolving transportation and employment relationships within the Central Area. The current procedure for assessing overall Central Area office demand, known as the "marginal approach", is constrained by significant shortcomings. Its main feature is to estimate the peak hour impacts of new development on the transportation systems by applying a number of standard variables such as floor space per worker, peak hour factor, vacancy/absentee rates, modal split, auto occupancy and the geographic distribution of the proposed developments. The travel volumes emanating from this approach are added to existing volumes on the various roadway and public transit facilities, and the ability of the transportation networks to provide the needed capacity is assessed.

In actual fact, the relationships between transportation demand, office space, and employment growth are much more complex and dynamic than can be accommodated by the marginal approach, implying the need for a more sophisticated system to address transportation impact. An alternative to the marginal analysis approach has been used in connection with studies for the Railway Lands Development Concept. This approach uses forecasts of regional demographic trends (population labour force, employment and their respective distributions) and applies the appropriate parameters to the existing developed office space (something the marginal approach does not do) and to future growth.

To establish an analytical system with this type of capacity for the Central Area will require considerable expertise. I will be reporting shortly together with the Commissioner of Public Works on a more complete overview of the current relationship between transportation and development. This report will recommend that a consultant be hired to develop a computer-based transportation forecasting model designed to address the problems of the Central Area.

Housing Studies

The Official Plan now contains a variety of polices which promote the production and retention of affordable housing. It also specifies production targets for the City and the Central Area. It would be appropriate to review these polices and to

update the targets particularly in light of the Living Room II recommendations. Once the previously discussed re-evaluation of how the private sector could be more effectively engaged in the provision of social housing is completed, the resultant changes in policy should also be incorporated into the City's Official Plan.

There are however, two additional areas where considerable work has been done in response to changing circumstances in the housing market, but where the present Official Plan policies are inadequate. The first is to retain private rental housing and the second is to promote intensification of the existing housing stock.

Both the Provincial Government through its Rental Housing Protection Act and City Council through its policies on condominium conversion and demolition control, have attempted to address the concerns over the possible loss of rental housing. Other documents which have already been discussed have raised these issues as well. What needs to be done as part of the 1991 planning process is to establish a solid policy framework in the Official Plan to protect rental housing and to legitimize future Council actions in this area.

Intensification has also been pursued through a variety of measures. However, the absence of a clear Official Plan policy on intensification could hamper efforts at the Ontario Municipal Board to implement measures aimed at facilitating intensification.

Finally the recently released proposal for a Provincial housing policy statement contains a range of initiatives which may be appropriate for the City to consider. In particular the policy that municipalities provide in their planning documents that 25 per cent of all newly constructed housing is affordable housing will need to be reviewed and adapted to the City's circumstances.

My staff will be preparing a full background report in 1989 on housing policy, seeking ways to incorporate these initiatives into the Official Plan by 1991.

Industrial Policy Review: Making a Choice

The City's industrial policy has been in place since 1976. It has been under constant pressure from its inception because it seeks to limit office, residential, and retail activity in the industrial areas, in an attempt to protect industry from being displaced by competing land uses, and to solidify the City's industrial base. In some instances over the past 12 years intrusions have been made into the industrial areas, but on the whole the City has shown a remarkable resilience in the face of this pressure. The City still has a strong industrial base and, as was discussed previously, its economy and employment opportunities are still diversified. We have not put all our proverbial employment eggs in the office basket. In fact, to give only one example of the success of this policy, the April 1988 report by Cresap, entitled *Becoming an*

International Competitor: Metro's New Economic Development Strategy, gives a measure of credit to the King/Spadina industrial zoning for the survival of the fashion industry.

On the other hand, the industrial policy has continued to evolve since its creation. The traditional sharp distinction between "smokestack" industrial activities and office space has become blurred. The industrial category in the City now includes, in addition to manufacturing and warehousing, sectors such as graphic arts, high technology, design, the broadcast and publishing industries, film and recording activities, the arts, and the fashion industry. The objective of the policy has always remained the same: to ensure diversity in employment and in the City's economic base. But, as the global and local economies have evolved, the concept of industry has expanded to embrace many new, clean activities that are demonstrating new found strength within the City's economy.

My staff are now preparing a report to be released in early 1989, evaluating the City's industrial policy to determine the need for change. The report will review the existing industrial policy, discuss the nature of policy evolution over the past 10 years, look at what has been happening in the City to industrial employment and to firms, analyze changes to different sectors and, on this basis, assess the effectiveness and continued relevance of the industrial policy. The report will conclude with a proposed future direction for a coordinated land use and economic development strategy for industry and will outline areas of further work.

Establishing a Parks and Open Space System

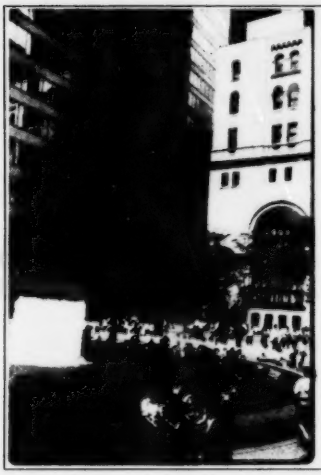
The current Official Plan policies for parks and open spaces are focused primarily on using traditional acquisition methods to obtain enough parkland to meet the standards outlined in the Plan. Since 1976 because of increasing land costs, the vast majority of new parks in the Central Area were acquired through negotiations with developers as part of the conventional development review process, not as anticipated in the 1976 Official Plan. For this reason, the 1986 Quinquennial Review recommended that the parks and open space review be undertaken as part of the 1991 planning process.

The recently approved Central Waterfront Official Plan amendments call for the development of a waterfront parks plan. Work on this plan should be coordinated with the 1991 review.

My staff are now working together with staff from the Parks and Recreation Department on such a review. The objective of this review is to develop a comprehensive approach for achieving an open space system for the Central Area which addresses the quality and the amount of open space required and which is specific

to Toronto's character and the needs of the City's changing population. The review would also propose an implementation strategy that would be based on an assessment of opportunities for achieving the new components of the proposed system.

One aspect of this implementation strategy, the use of powers under Section 41 of the Planning Act to impose a parks levy on development to secure parkland or payment in lieu for parkland, will be reported on early in 1989. The report is now being prepared together with the Parks and Recreation Department.



Commerce Court, is an attractive private open space which provides relief from the hustle and bustle of the city around it.

A major task, initiated as part of the Parks and Open Space Review, is the creation of a complete inventory of open spaces within the Central Area. Once the inventory has been prepared and categorized it will be released for discussion as the first phase of the larger review. This should be done by the early spring of 1989. The next phase will identify the missing components in the system, explore opportunities for linking open spaces in the Central Area, establish built form guidelines for development adjacent to the spaces and outline an implementation strategy. Some of these steps will require assistance from outside consultants.

Developing Environmental Policies

The City's Official Plan does not currently contain a comprehensive section on environmental matters aside from a set of statements governing development in ravines. The recently approved Central Waterfront Plan does include a wider set of environmental policies, but these are designed to specifically address waterfront

concerns. Yet, over the past few years, Council has made it clear through its many actions that it considers the environment a very high priority. The most impressive initiative of this sort has been to establish the Environmental Protection Office in the Health Department.

I have recently reported to Council on a process for developing a comprehensive set of environmental policies to be included in the 1991 Plan (Land Use Committee No. 24 Clause 43). My staff propose to work very closely with the Environmental Protection Office to prepare these policies for discussion by the Task Force and by other Departments. A proposed set of policies will then be distributed to the public for a full discussion and debate before these are finally included in the Plan.

I should stress that the purpose of preparing environmental Official Plan statements is not simply to repeat motherhood sentiments. The purpose is to outline a plan of action, a way of implementing environmental objectives, insofar as this is possible within a municipal framework. The City can clearly take action to pursue land use compatibility. It can implement a program for soil testing and removal as part of its regular review powers. It could require that owners of sites where hazardous goods are stored initiate a risk assessment analysis and that this also be done for the transport of hazardous goods. The City could seek ways to reduce automobile emissions in the downtown core as was recently recommended by the Board of Health. It could also seek additional powers from the Province under, for example, Section 40 of the Planning Act, to review waste management and energy conservation plans for each development that is being processed as a development review application.

Official Plan statements could help focus initiatives such as these and together with other initiatives from the Board of Health and other agencies, could help chart a course for Council to improve the quality of the environment by the year 2000 as proposed in the document, Healthy Toronto 2000.

Incorporating Arts and Culture into the 1991 Plan

The City of Toronto has done a great deal to support the arts in the past few years. Council's commitment to making Toronto an important centre for arts and culture has been matched by few Canadian municipalities. For example, the ongoing support for arts activities through the Toronto Arts Council, support for major institutions such as the Royal Ontario Museum and the Art Gallery of Ontario as well as for struggling leading - edge exponents of various art forms, and even helping to establish housing cooperatives designed for artists, are testament to Council's ongoing commitment. This commitment has also extended into the intent to develop a more comprehensive arts policy. During the term of the last Council, former Alderman Michael Gee established a Task Force which is preparing to release its re-

port on structural changes in the City's future involvement in the arts. The Toronto Arts Council is also preparing a policy to address the need for cultural facilities.

The City's Plan however, is virtually silent on this important matter. The need for such a policy, beyond giving expression to Council's commitment for the arts in its corporate document, is evidenced by development applications which provide space for various cultural amenities. Establishing a home for the Ballet/Opera House at Bay and Wellesley, finding a facility to serve as an incubator for visual artists, creating a design exchange, and preparing a comprehensive plan for the "Theatre Block" are only some examples of these types of initiatives. Policies must be established in the Official Plan to address these types of proposals in a consistent and equitable manner. One area where the City has already established a policy and which has been quite successful is the 1 per cent for art policy which is designed to promote public art through contributions from the development industry.

A related area of concern, which has gained some prominence recently, is the need for artists' housing. Because of rising land costs in the City many artists are finding it increasingly difficult to live here. A vast majority of Toronto's creative artists live on limited incomes and must supplement their artistic work with other jobs. High housing costs represent a major component of their expenses. It is essential therefore, that this need for housing be addressed through a clear and focused policy in the Official Plan and that the option of combining work space with living space be explored as a reasonable arrangement for artistic work.

I am proposing that the work that has already been done through the various initiatives aimed at developing an arts policy of the past few years be reviewed, and that based on this review the appropriate policies be prepared as part of the 1991 planning process. In addition, the 1991 Plan should address ways of obtaining arts and cultural facilities through the City's development process, ways of setting priorities for obtaining facilities and ways of addressing the housing needs of artists. Because my staff do not generally have a great deal of expertise in this area, I am proposing that a consultant be hired to assist me in this task. An important aspect of this process will be to engage the artistic community in fully discussing the policy options before the policy is finalized.

Conducting Area Studies

There are several areas within the Central Area where the current land use policies of the Official Plan may no longer be appropriate to best meet changing needs. Within the Central Core, studies are already underway for the areas at Bloor and Yonge, the East Downtown and the Bay Street corridor south of College Street as well as the Province's lands east of Bay Street.

In each of these areas my staff have initiated area studies to review densities, uses, housing opportunities, built form characteristics, urban design, heritage preservation objectives and community service needs while taking into account specific area concerns as well as the context of the 1991 Plan. As these studies are completed, they will be released for public comment. Proposals for a Part II Plan for the Bay Street Corridor are now subject to public review. Based on the public discussions, proposed policies will be drawn up and will be either implemented immediately if the circumstances warrant, or alternatively they will be incorporated into the 1991 Plan.

Formulating Design Guidelines and Promoting Design Excellence

An important component of any planning initiative is the development of guidelines for buildings and open spaces in a contextual setting. In the 1976 Central Area Plan for example, a major study was commissioned resulting in the publication of guidelines under the title On Building Downtown. There is a unique opportunity through the 1991 planning process to create an innovative set of design guidelines for Toronto's major downtown streets.

The Berczy Park area represents perhaps one of the best examples in the City of how to incorporate new development into a historical neighbourhood through design guidelines.

The objective of such guidelines would be to establish a contextual framework within which future development should occur. This framework would include items such as built-to lines, guidelines for establishing a distinctive base for each building, setbacks for the upper parts of buildings from the base, view corridors, store front widths, even in certain instances appropriate materials. The City's resource of quality buildings could be greatly enriched by the development of this

type of framework. Examples of streets for which this approach could make sense are Bay Street south of College Street, Bloor and Yonge, Front Street West, University Avenue, and Yonge Street south of Queen. My staff are already working on guidelines for some of these streets. In other areas it would make sense to hire consultants to assist with the development of new guidelines.

A related initiative which needs to be addressed in the 1991 Plan is the need to promote design excellence. Already my Department has taken some steps in this regard proposing to establish the Toronto Urban Design Awards. Other initiatives could include requiring design competitions for all public buildings constructed in the City and searching for ways to extend this approach of holding design competitions for private buildings over a certain size as well. Once again, as with the design guidelines, I am proposing that this approach be considered as part of the 1991 planning process.

Preserving Heritage and Promoting Urban Conservation

The 1986 Quinquennial Review explored the then current status of the City's heritage preservation initiatives. The success of Section 1A.42 of the Official Plan which contains a density exemption (or bonus) for historic buildings in the Central Area was assessed in a preliminary way. The Review also outlined a series of studies that were anticipated as part of a general review of the City's initiatives in this area including:

- a review of Section 1A.42;
- a study of all historic demolitions to date, both in and beyond the Central Area;
- a special review of the stock of buildings in the areas experiencing greatest development pressure;
- a study of special purpose historic buildings; and
- a review of Heritage Easements.

Although much of the data associated with these studies has been collected, no report has been released yet summarizing this information.

My report of June 6, 1988 on "Guidelines For Bonusing Pursuant to Section 36 of the Planning Act" also examined recent developments regarding the preservation of heritage buildings and features. These include:

- the preservation of interior spaces;
- restoration;

- public display of heritage interiors; and
- use of heritage features.

All represent aspects of heritage preservation that extend beyond simply retaining the building. The report concludes that these matters should be considered as part of the overall review of Section 1A.42 of the Official Plan.

Clearly the concern over heritage preservation and an emerging concern over urban conservation, which implies that there may be a need to develop controls to protect streetscapes with a consistently historic flavour, remains high on Council's agenda. The 1991 Plan offers an opportunity to address this concern in a comprehensive manner. To help focus discussion on the options to improve our initiatives in this area, I am proposing that together with the Toronto Historical Board, I accelerate the production of the review of Section 1A.42 of the Official Plan and that this review be organized to incorporate:

- an assessment of the success to date of Section 1A.42;
- data collected for the studies described in the Quinquennial Review; and
- options for improving the City's heritage preservation and urban conservation objectives while extending these initiatives into the areas described in my report of June 6, 1988.

I would propose that this review be released as a background paper for discussion purposes as part of the 1991 planning process.

華運旅遊
GOCHARM TRAVEL
HURON ST
皇上皇
燒鵝飯店

5

Public Input into the 1991 Planning Process

The Four Components of the Process

In order to ensure that a wide range of ideas is considered in preparing the 1991 Plan by as broad a spectrum of the population in the City as possible, I am proposing a sequence of steps that could be initiated to provide input into this process.

The goals of this exercise would be to:

1. gather information about the concerns and perceptions of the City's neighbourhood populations and other interests regarding the quality of their environments;
2. develop planning principles which would guide the preparation of the Plan;
3. explore the different mechanisms that can be used to implement the principles and on this basis to prepare a proposal for the 1991 Plan; and
4. generate feedback about the proposals that emerge from this exercise and recast the planning proposals in light of this feedback.

I would propose that Council endorse a process that includes among other things:

- A Council appointed **Task Force** that would be comprised of politicians, resident groups, developers, environmentalists, non profit housing producers and other special interest groups. The Planning Advisory Committee should be involved in a fairly prominent way in this Task Force as well.

  The group should be appointed early in 1989 and work over a 12 month period. Its mandate would be to develop a comprehensive set of planning principles for the 1991 Plan, to receive and provide input into studies conducted by planning staff, and to manage an outreach program into the broader community. The remaining components of this public participation process involving neighbourhood groups, as outlined below in numbers 3 and 4, could be initiated by the Task Force and/or Council at a later date.

- A **comparative planning symposium** for Toronto planners, academics and interested members of the public that would elicit feedback on the directions that are emerging in the 1991 planning process from professionals in other cities with similarities to Toronto. The session could take place as early as May of 1989, and could bring together planners from Boston, San Francisco, Vancouver, Montreal and Toronto. Panel discussions would be structured around papers delivered by Toronto-based practitioners exploring options that could be pursued in the 1991 Plan and responses from the out of town guests based on their experiences. The proceedings could be published in a special issue of City Planning magazine.
- **Neighbourhood focus group** discussions that would explore the perceptions of neighbourhood residents regarding the built environment as it affects public safety, and quality of life issues. The objective of these sessions would be to match local perceptions with actual trends, to identify problem areas and to solicit ideas for improving the situation. These discussions would be initiated in each of Toronto's neighbourhoods in the early spring of 1989 and analyzed by November of that year. If the Council appointed Task Force wishes it could be involved in monitoring and analyzing the focus group discussions and incorporating the results into the 1991 planning process.
- Either a large **City-wide Citizens forum** that would involve a large representation of Toronto's population meeting in one place or a series of neighbourhood-based forums that would be held to discuss specific topics. The timing of either of these initiatives would be the late Fall of 1989 and their purpose would be to discuss ideas that would emerge from the Task Force deliberations, the comparative planning symposium, and the neighbourhood focus group discussions. Either of these two initiatives would be aimed at the same objective: to engage the broader community in defining the direction for Toronto's future. The City-wide citizens' forum could be organized as a large conference with many speakers and workshops on various topics. The neighbourhood-based forums on the other hand, could be held in various communities in the City with each one focusing on a particular topic i.e. how to plan transit improvements, or how the City should respond to an aging population, or how to promote a healthy environment.

The next Section will explore more fully what the role of the Task Force should be and how some of its discussion could be structured. In addition, a number of other alternative measures to inform and involve the public will also be discussed.

The Role of the Task Force

The proposal to establish a Task Force actually originates with the Downtown Employment Study Team and has been endorsed by Council. The comments in this section merely elaborate further on the proposal.

The Task Force should probably be chaired by a representative of City Council. In all likelihood its major role should be to identify a direction for the 1991 Plan. After meeting to sort out an agenda and to establish a work program, the Task Force discussions could be focused by addressing the following questions.

The Hydro Block Cityhome development represents one of the first attempts by the City to build affordable housing . Promoting social equity and providing affordable housing will continue to be important goals in the preparation of the Central Area Plan.

Managing Growth

- What kinds of growth scenarios are appropriate for Toronto's Central Area?
- What mechanisms should be employed to control the amount and pace of office growth in the Central Area while recognizing the City's role in the national economy?
- What can the City do to more effectively promote a diversified economic base by encouraging the development of key economic sectors and strategically directing office growth where it will not jeopardize these types of economic initiatives?
- How can the relationship between the Central Area and suburban office sub-centres be nurtured to promote the sub-centres as an alternative to the Central Area?

Improving the Quality of Life

- What measures should be pursued to relieve traffic congestion, to encourage more office workers to use public transit and to improve the environment for pedestrians?
- How can detailed design guidelines for major streets and public design competitions for large projects improve the quality of urban design architecture, and open space in the City?
- What should the City do to encourage the arts to maintain a thriving presence in the Central Area?
- What measures can be taken to ensure that Toronto's stock of heritage buildings are conserved?
- What can the City do to improve waste management, energy conservation, green space, water quality, air quality, and public safety to ensure a better quality of life for people in Toronto?

Promoting Social Equity

- Can the City use its powers more effectively to produce more social housing?
- How should the City engage the private sector towards contributing to the production of social housing?
- Why and how should the City initiate affirmative action programs, in job creation, access to services, and income maintenance to promote social equity?

Planning staff would attend meetings of the Task Force, perform secretarial functions and prepare position papers on issues that might be raised in discussion. Outside consultants could also be engaged to provide insights into matters that come up from time to time. Progress on research being conducted by planning staff into areas related to the 1991 Plan would be reported to the Task Force. An important role for the Task Force could be to help determine which direction City staff should take in pursuing objectives such as involving the private sector in the provision of social housing. For these specific tasks, it might make sense to establish sub-committees with a very focused agenda.

The Task Force could also be involved in determining what the various other attempts at public input into the planning process might be including possibilities like the neighbourhood focus group discussions, the large citizens' conference in the fall of 1989 or the neighbourhood-based forums on specific topics.

At the conclusion of the Task Force deliberations, a report could be prepared detailing the principles which would form the framework for the 1991 Plan. To meet the time requirements for the new 1991 Plan, this report will have to be completed

by the end of 1989. At this point planning staff would assume the task of translating the principles into planning techniques and producing a report containing proposals to be included in the Plan. Such a proposals report would also be the subject to a new round of public consultation.

The Purpose of the Comparative Planning Symposium

The main intent behind the symposium in May is to get feedback from planning practitioners in other cities with similarities to Toronto on the directions and techniques that may be pursued in the 1991 Plan. Other cities that have developed a broad spectrum of planning policies over the past few years to control growth, improve quality of life and address social inequities may be able to provide us with insights into their own experiences.

Assessing Neighbourhood Concerns About Safety and the Built Environment

The impetus for this initiative comes from a resolution of the Neighbourhoods Committee requesting the Planning and Development Department to staff a Committee on improving design and neighbourhood safety for women. The proposal here is to broaden the focus to address neighbourhood concerns about safety and the built environment for all residents across the City.

By recruiting a group of representatives from each neighbourhood to engage in focus group discussions about these issues, City Council would develop a base of knowledge about these concerns as well as a list of possible solutions. Should the Task Force consider this initiative as useful in its deliberations it could incorporate it into the 1991 planning process. The purpose of doing this could be to ground the Plan firmly on a solid neighbourhood foundation and to develop interest and commitment to the Plan within the larger population.

A related process that should be integrated with this initiative is the "Healthy Cities" campaign that is now getting underway. By combining aspects of these two streams-planning for the Central Area and providing for a healthy City-Council would have a unique opportunity to channel new energy into the Central Area Plan. It would also emphasize the importance of the concepts contained within the Healthy Cities initiative as a basis for planning the Central Area.

I am proposing that a consultant with expertise in this area be engaged to undertake this project with guidance from planning staff. The process for each neighbourhood would be determined by the Ward Councillor and neighbourhood planners. The analysis of each of the discussions would be compiled and fed into the Central Area planning process, and the Healthy Cities initiative.

Organizing Input from the Broader Community

Either of the two options outlined earlier for broader community input into defining a direction for the 1991 Plan (the citizens' conference or the neighbourhood-based forums) will require a great deal of effort and time if these are to be properly conducted. Each one has its own advantages and disadvantages. The main advantage of the City-wide forum is that it would focus a lot of energy in one place at one time. The disadvantages are that it would involve a great deal of organization and may not lead to useful conclusions due to the great breadth of topics covered. The advantages of the neighbourhood based forums are that these would be held in various parts of the City and would involve a large number of neighbourhoods. Each discussion would focus on one topic, and the groups would be relatively simple to organize. The main disadvantage is that this process may not produce a comprehensive vision of what the City should be because of the dispersed nature of these discussions.

Once the Task Force and City Council have determined which options they wish to pursue, my staff will be in a position to begin dealing with the organizational details immediately.

Other Initiatives to Enhance Public Input

During the course of the public consultation process, a large number of publications will be prepared for distribution throughout the City. This has become a fairly standard way of communicating City initiatives. Another method may be to produce videos on appropriate topics. I am proposing, for example, to produce a video on the background leading up to the 1991 planning process. Such a video would describe the main features of the 1976 Central Area Plan and would outline events since that time culminating with the 1986 Quinquennial Review. It could be shown at public meetings and could be made available to community groups on request. Additional videos may be produced as the consultation process unfolds to communicate some of the aspects of the planning process that may be of interest to the general public.

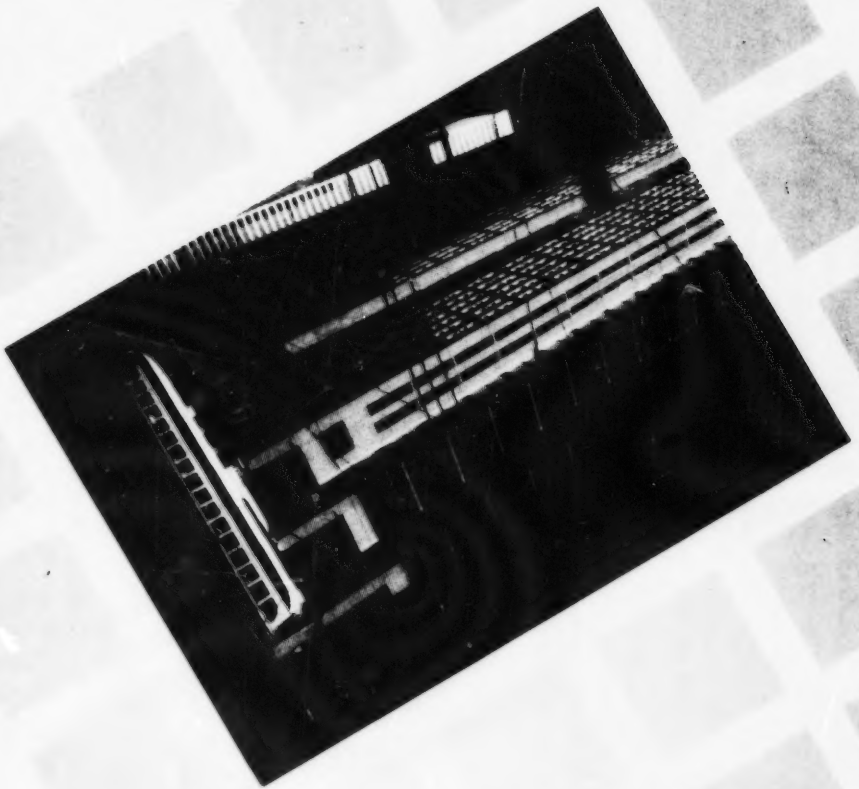
One initiative that could improve the flow of information is to establish a public information centre on the 1991 Plan, possibly once the proposals report is prepared. Such a centre could be open to the public during working hours and possibly on Saturdays. It could contain a series of information panels on work in progress as well as audio visual displays on aspects of the planning process and on the City in general. The public could be invited to give opinions on planning initiatives at the centre and to become further involved as the planning process unfolds.

Summary of Public Consultation Options

The range of options for public consultation into the 1991 planning process include:

- establishing a Task Force;
- holding a comparative planning symposium;
- conducting neighbourhood focus group discussions;
- either holding a City-wide citizens forum or conducting neighbourhood-based forums on specific topics;
- producing information for discussion through brochures and a series of videos; and
- possibly setting up a "drop-in" information centre.

I am proposing that the Task Force be established now, and that the additional options be pursued by the Task Force and/or City Council as the 1991 planning process unfolds.



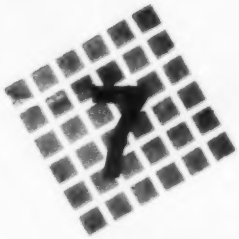
A Schedule for Preparing the Plan

In order to complete the tasks related to the production of the 1991 Plan on schedule, it is important to identify target dates for major components of the process. The objective is to have a Final Report on the Plan for Council approval by the middle of 1991.

To achieve this objective will require that the following schedule be followed.

- The Task Force should meet throughout 1989 and complete its work by that year with a report on the conclusions of its deliberations to be prepared at this time.
- The reports described in section 5, which are either already underway or are about to be initiated, should also be completed in 1989. Most of these reports will be submitted to the Task Force for consideration. A number of these reports may result in the preparation of policy/strategy documents on specific issues.
- A public consultation process to generate feedback on the findings of the Task Force, on other public participation initiatives, and on the options identified in the studies should take place at the end of 1989 and in early 1990. This process could include the neighbourhood group focus discussions, the City-wide citizens conference and/or the neighbourhood-based forums on specific topics.
- Based on the input from all of the sources described above, a report outlining Proposals for the 1991 Plan should be prepared by the end of 1990. The Proposals Report should be accompanied by a public information campaign utilizing a number of techniques such as including videos and possibly an information centre.
- The Final Report containing recommendations for the 1991 Plan should be produced after the consultation on the Proposals Report is completed. A target of the middle of 1991 would appear as a reasonable time to aim for with this report.

One of the uncertain features of a public consultation process is that new ideas or options will likely be generated, making it that much more difficult to accomplish tasks according to a rigid schedule. However, if the Plan production is to be completed by 1991 the general targets must be adhered to. Within these time frames there should be enough flexibility to incorporate new studies on the ideas that emerge through the consultation process.



Conclusions

Some of the work related to preparing the 1991 Plan has already been initiated. The 1986 Quinquennial Review analyzes changes since 1976 and outlines a preliminary work program. Similarly, the Downtown Employment Studies examined changes to the office sector and speculated on future trends in the downtown economy. Studies have also been completed on the City's density transfer policy, on private sector involvement in providing social housing, on a host of transportation issues, and on the City's housing policy.

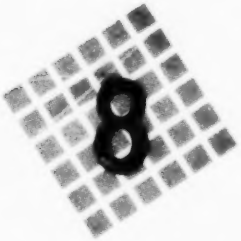
However, a great deal of work still remains to be done. It is imperative that the planning process for the 1991 Plan be as open and publicly accessible as possible. For this reason I have outlined a series of options for public consultation in Section 5 of this report. Each of the options described in this report involves ongoing interaction among the public, politicians and planning staff.

One of the first and most important tasks of this consultative process will be to define principles, goals and objectives as a basis for preparing more detailed policies at a later stage. This report proposes a set of questions which may help to guide this discussion and bring it to a successful conclusion. These are set out in terms of three fundamental, and related themes which could frame the entire planning process: managing growth, improving the quality of life and promoting social equity. The principles outlined in Section 3 are presented in the context of these themes, and are based on an assessment of trends which have been observed over the past 13 years. These principles are offered as a preliminary structure for discussing the 1991 Plan and should be considered together with other similar goals and objectives that might be identified by other groups.

Organizationally it may be useful to conceptualize th planning process as having three components: 1. a series of broad policy/strategy discussion papers on each issue area identified during the process, but not restricted to the implementation constraints of the Official Plan; 2. a set of Official Plan statements that would form,

in effect, a sub-set of the policy/strategy papers; and 3. an enhanced and expanded monitoring program to enable Council to better keep abreast of the rapid changes taking place within the City.

In conclusion, the 1991 planning process offers Council the opportunity to engage the City's population in an exercise which results in a Plan that is flexible where necessary, but at the same time is firmly rooted in the overall goal of managing growth while improving the quality of life in a socially equitable manner. The recommendations outlined below are intended to help initiate this process.



Recommendations

1. That this report be circulated for discussion.
2. That Council agree to creating a Task Force to develop principles and to assist planning staff in evaluating options to be included in the 1991 Plan, and to include representatives of ratepayer groups, tenant associations, the development industry, the retail sector, non-profit housing producers, environmental organizations, the Planning Advisory Committee, and members of City Council, and that I be requested to report further on the composition and terms of reference for this Task Force.
3. That the Commissioner of Planning and Development be requested to report further on the budgetary requirements and organizational framework for the Symposium on Comparative Planning, as discussed in the body of this report.
4. That Council endorse but not be limited to the other public consultation options described in Section 5 of this report for consideration by the Task Force.
5. That Council endorse in principle but not be limited to the hiring of consultants as described in Section 6 of this report to:
   (a) prepare a transportation model for the Central Area;
   (b) contribute to the development of a parks and open space system;
   (c) undertake a mini-census of the Central Area population;
   (d) conduct a census of new office buildings in the Financial District;
   (e) contribute to the development of an arts and culture policy to be included in the Central Area Plan.
   (f) study the impact of density transfers, bonusing and Section 36 undertakings that have related to the 1976 Central Area Plan.
6. That this report be forwarded to the Planning Advisory Committee.

(These recommendations were adopted by City Council on March 10, 1989, as amended, E.C. #8, L.U.C. #6, Cl. 1)